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## I. INTRODUCTION

### A. Purpose

This Plan is intended to offer a thorough analysis and evaluation of current conditions, problems and opportunities in the Greater Tandy neighborhood and make preliminary recommendations for upgrading the quality of living in the area. Included is a Short Range Action phase (1-5 years) and a Long Range Action phase (5-15 years). The Short Range phase offers recommendations aimed at making an immediate impact on the serious physical, social, and economic problems confronting the neighborhood, while the Long Range phase explores alternatives for raising the overall quality of living over a period of years. Particular attention is given in the Long Range phase to ways of improving the usefulness and appearance of Dr. Martin Luther King Drive.

Traditionally, neighborhood planning has attempted to develop long range recommendations for particular districts within the City. However, the urgent nature of the problems which threaten the Greater Tandy neighborhood require that a program be devised which could have an immediate impact on:

1. Preserving those portions most immediately threatened by the advance of blight;
2. Stabilizing those sections which have begun to deteriorate; and
3. Satisfying the pressing space needs of the numerous institutional and public facilities which serve Greater Tandy.

This Plan fits within the City's overall strategy for physical, economic, and social betterment as set forth in the St. Louis Development Program (prepared by this Agency and published June, 1973) and applies to the Greater Tandy area the general principles outlined in the 1975 Interim Comprehensive Plan as a guide to all types of development on a City-wide basis.



## B. Delineation of the Neighborhood

The Greater Tandy neighborhood includes 2,771 acres or 4.3 square miles of north St. Louis. Greater Tandy extends from Grand Boulevard and Vandeventer Avenue on the east to Union Boulevard on the west, and from Natural Bridge Boulevard on the north to Washington Avenue on the south.

The City is divided into eighteen districts to facilitate coordination of services and programs which may involve several operating agencies of City government. For planning purposes, each district has been subdivided into several program areas. (See Program District Map and Program Area Map, Figures 1 and 2).

Greater Tandy occupies all of District 13 plus a portion of District 12 and comprises six program areas:

Program Area 24 - Fountain Park

Program Area 25 - Vandeventer

Program Area 26 - Beaumont

Program Area 34 - Tandy

Program Area 35 - Sherman Park

Program Area 36 - Academy

This report has references to three separate geographical scales. The first is the neighborhood-wide scale which is the entire neighborhood. The second is the program area scale, and the third relates to specific City blocks within a particular program area.

## C. History

Greater Tandy has a rich historical heritage. The neighborhood's beginnings date back to the 1840's, with full development occurring in the early 1900's. A westward City migration pattern became clearly evident as the century began.



18 Program Districts  
**SAINT LOUIS, MISSOURI**  
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FIGURE 1





FIGURE 2

# GREATER TANDY NEIGHBORHOOD STUDY

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The historical development of the neighborhood can be better understood if it is related to the general pattern of westward movement in the City through which new communities have emerged and developed while older parts of the City such as portions of Greater Tandy have deteriorated and have fallen victim to the process of abandonment.

Greater Tandy has long been recognized as the core of the black community in St. Louis. Historically, a number of factors have contributed to this. The City once had a residential segregation ordinance which restricted the black population to an area east of Grand Avenue. With the U.S. Supreme Court's decision declaring this ordinance unconstitutional in 1918, a "core" community of the black population was formed in Greater Tandy from Grand Boulevard to Newstead Avenue and from Delmar Boulevard to Page Boulevard. This became the hub around which numerous institutional facilities developed.

Sumner High School, the first high school built (1875) for blacks west of the Mississippi River, was moved from its original downtown site to its present location at Cottage and Pendleton Avenues. The area around it developed into a particularly cohesive community and became known as the "Ville". Additional facilities such as the St. Louis Children's Home, Turner and Simmons public elementary schools, and St. James A.M.E. Church were constructed here and development culminated with the erection of Homer G. Phillips Hospital in 1932. When it opened, Homer G. Phillips Hospital was one of only three hospitals in the country which trained black doctors. The value of these and the many other community and institutional facilities in the neighborhood lies not only in the services which they make available to neighborhood residents, but also in their intrinsic contribution to the stabilization of the community as a whole.

## II. STATUS OF THE NEIGHBORHOOD

### A. Residential

#### 1. Population

a. Overall Trends - Between 1960 and 1970, the population of the neighborhood declined by 21,500, representing a 20% change or an average 2% yearly rate of decrease. Since 1970, the rate of decline has accelerated, averaging about 3% annually for a loss of 2,700 persons per year. The City-wide rate of population loss was 1.7% between 1960 and 1970 and about 1.2% annually since then. The 1975 population of the neighborhood is estimated to be approximately 75,600.

Certain program areas have experienced a greater population decline than others. The greatest loss has occurred in the Vandeventer program area, which experienced a 28% loss between 1960 and 1970. Since 1970, the rate of loss has risen sharply, averaging about 6% annually. The least decrease has occurred in the Sherman Park program area, which experienced a 6% loss between 1960 and 1970. Table 1 below provides a comparison of population changes in each program area since 1960.

TABLE 1

Population Changes by Program Area  
1960-1970 and 1970-1974

Program Area	1960 Pop.	1970 Pop.	Avg. Annual Change 1960-1970	1974 Pop.	Avg. Annual Change 1970-1974
24 Fountain Park	14,538	11,279	-2.2	10,326	-2.1
25 Vandeventer	21,401	15,301	-2.8	11,547	-6.1
26 Beaumont	20,586	16,900	-1.8	14,944	-2.9
34 Tandy	30,909	25,155	-1.9	23,320	-1.8
35 Sherman Park	6,563	6,131	-0.6	5,306	-3.3
36 Academy	13,074	10,741	-1.8	10,224	-0.7
Overall Greater Tandy	107,071	85,507	-2.0	75,667	-2.9
City of St. Louis	750,026	622,236	-1.7	592,000	-1.2

b. Age Characteristics - Greater Tandy has a slightly younger population than the City as a whole. It has a higher percentage of persons under 18 years of age, 34.7% vs 32% City-wide, and a lower percentage of persons 62 years and older, 15.4% vs 18%.

Between 1960 and 1970, the young population remained constant, about 34% of the total and the proportion of elderly residents increased slightly from 13.6% to 15.4%. The proportion of persons in the "productive years", between ages 19 and 61, dropped from 53.3% in 1960 to 50.8% in 1970, thus reducing the overall income earning capacity of the population.

The Beaumont and Academy areas have the highest percentage of young people, while Fountain Park has the highest proportion of elderly citizens. The Sherman Park program area has the highest percentage of persons in the "productive years" age bracket. Table 2 below summarizes age characteristics for each program area.

TABLE 2

Age Characteristics, 1960-1970

Program Area	% Under 18		% Adult		% Elderly	
	1960	1970	1960	1970	1960	1970
24 Fountain Park	32.0	31.7	51.9	50.2	16.1	18.1
25 Vandeventer	35.3	32.2	51.7	51.5	13.0	16.3
26 Beaumont	36.0	37.8	51.2	47.2	12.8	15.0
34 Tandy	35.5	35.5	52.2	48.5	12.3	16.0
35 Sherman Park	34.0	31.5	53.5	56.0	12.5	12.5
36 Academy	29.0	36.5	54.0	51.5	17.0	12.0
Overall Greater Tandy	34.1	34.7	53.3	50.8	13.6	15.4
City of St. Louis	30.9	32.0	54.2	50.0	14.9	18.0

c. Population by Race - Although the population of the neighborhood has been declining since 1950, the proportion of black population has been increasing steadily, rising between 1960 and 1970 from 84% to 94%.

It is important to understand the relationship between population decline and racial change. The loss of 21,500 population between 1960 and 1970 obviously indicates widespread outmigration. Of the 21,500 decrease in population during this period, about 12,400 were white and about 9,100 were black.

The following table provides a comparison of racial composition for each program area.

TABLE 3

Population by Race, 1960-1970

Program Area	% Black		% White	
	1960	1970	1960	1970
24 Fountain Park	84.9	83.8	15.1	16.2
25 Vandeventer	90.4	83.8	9.6	16.2
26 Beaumont	83.6	97.6	16.4	2.4
34 Tandy	90.5	98.2	9.5	1.8
35 Sherman Park	71.0	96.0	29.0	4.0
36 Academy	65.0	97.0	35.0	3.0
Overall Greater				
Tandy	83.6	93.9	16.4	6.1
City of St. Louis	28.6	40.9	71.4	59.1

The racial composition remained constant in the Fountain Park area and, surprisingly, in Vandeventer the proportion of black population actually declined. The Sherman Park and Academy program areas registered the most dramatic racial changes, indicating that the black population was gradually moving westwardly.

d. Persons Per Household - A relatively high average household size typically indicates the presence of families with children, while a low average size usually means the presence of single persons, young married couples, or elderly persons.

The average number of persons per household has been declining in the City, having dropped from 2.94 in 1960 to 2.81 in 1970. This reflects the outmigration of families with children to St. Louis County and other suburban areas as well as a general nation-wide trend. Greater Tandy has also experienced a drop in household size since 1960, but the 1970 figure was still higher than the City-wide average, 3.19 compared to 2.81.

The Vandeventer program area has the lowest average number of persons per household because of its relatively high proportion of elderly citizens. Beaumont, Sherman Park, and Academy program areas have relatively high average household sizes, indicating the predominance of families with children.

Table 4 below summarizes changes in persons per household between 1960 and 1970 in each program area.

TABLE 4

Persons Per Household, 1960-1970

Program Area	1960	1970
24 Fountain Park	3.15	3.10
25 Vandeventer	2.88	2.91
26 Beaumont	3.21	3.35
34 Tandy	3.30	3.10
35 Sherman Park	3.21	3.28
36 Academy	3.26	3.32
Overall Greater Tandy	3.22	3.19
City of St. Louis	2.94	2.81

e. Families with Female Head of Household - Families headed by a woman means clear disadvantages and stresses for most such families and almost always is associated with a low family income. Nationally, female headed households have the lowest average income of any statistical grouping, including racial minorities and elderly persons. The lack of a male parent may have a tendency to reduce parental authority, and this, particularly when linked to low income levels, has a high correlation with juvenile delinquency.

The neighborhood has a relatively high proportion of female headed households, 31.5%, as compared to only 21% for the City as a whole. The Vandeventer area has an especially high concentration of such households, 38.5% while the Sherman Park program area has a relative low proportion of 24.7%, still above the City-wide average.

f. Mobility - Mobility is generally associated with affluence. Typically, high mobility rates are correlated with high educational levels and high income levels. Thus, mobility is one indication of the relative well-being of the population residing in a given area, as well as an indication of the relative attractiveness of an area itself.

In the City as a whole, almost half (47%) of all persons living at an address as of 1970 had moved there since 1965. The mobility rate for Greater Tandy is 42%.

g. Annual Income - Although income levels in Greater Tandy have risen in absolute terms, they have declined relative to the remainder of the City.

#### Median Annual Family Income

	1960	1970	1960 - 1970 Change
Greater Tandy	\$4,477	\$6,158	+ \$1,681 + 37.5%
St. Louis City	\$5,355	\$8,182	+ \$2,827 + 52.8%

Table 5 provides a comparison of family income characteristics by program area.



TABLE 5

## Family Income Characteristics

Program Area	1970 Median Family Income	% of Families Below Poverty Level <sup>1</sup>
24 Fountain Park	\$6,018	26.0
25 Vandeventer	5,659	30.4
26 Beaumont	6,259	25.1
34 Tandy	6,666	20.8
35 Sherman Park	7,659	14.5
36 Academy	6,435	23.0
Overall Greater Tandy	6,158	22.0
City of St. Louis	8,182	14.3

<sup>1</sup> Poverty threshold for a non-farm family of four in 1969 was \$3,743.

Vandeventer contains families with the lowest median income and the highest percentage of families with income below the poverty level. Clearly, the low income levels there are directly associated with the area's generally poor quality living environment.

Sherman Park is the most affluent area, having a median income of \$7,600. The relatively high income levels here seem to be related to the comparatively high proportion of residents in their "productive years" and the correspondingly low number of elderly persons on fixed incomes.

h. Employment - The unemployment rate in Greater Tandy is relatively high. According to the U.S. Census, in 1970, the unemployment rate there was 9.6%, compared to a City-wide average of about 7.5%. Due to the low skill levels of residents, the current economic slump undoubtedly has not only caused the unemployment rate to rise sharply, but has also widened the gap between the rate for Greater Tandy versus that of the City.

In 1970, compared to the total City, Greater Tandy had a disproportionate amount of its labor force engaged in relatively low skilled occupations such as equipment operators, laborers, service workers, and private household workers. The current economic recession hits workers with low skill levels particularly hard.

Of the six program areas, in 1970, the Vandeventer area had the highest unemployment rate, 13.1%, which was almost double the City-wide average, while Fountain Park experienced the lowest unemployment rate, 6.9%. Unemployment rates for the four other program areas ranged between 8% and 10%.

i. Summary - Since 1960, the neighborhood has lost population at a more rapid rate than the City as a whole, indicating the relative severity of problems associated with deterioration and decline. The remaining population is predominantly black, younger, and less skilled than the population in the rest of the City. Households are larger and tend more to be headed by a woman.

Quite obviously, the particular low income character of the population creates a need for certain types of facilities and services. The particular needs of the Greater Tandy population will be explored in subsequent sections of this document.

## 2. Housing

a. Overall Trends - Although the population in Greater Tandy has decreased, its housing problems have increased. The out-migration of middle income persons from the neighborhood has left behind the elderly and low income residents with insufficient finances and knowledge to adequately maintain the quality of their housing. This factor, combined with the generally aged condition of the structures, means that much of the neighborhood's housing stock is in disrepair.

Between 1960 and 1970, the housing stock in Greater Tandy fell from about 35,100 units to about 30,100 units or a rate of loss of about 1.4% annually. Since 1970, the rate of loss has accelerated to about 2.5% annually so that by the end of 1974, an estimated 27,000 units remained.

Between 1960 and 1974, the housing stock declined by about 23%, compared with a 30% decline in the neighborhood population, indicating that vacant and/or abandoned housing units are becoming more frequent as the oldest and most deteriorated units are being vacated by families seeking better quality housing.

Generally, abandonment is less evident in the western part of the neighborhood. This is consistent with observed population shifts in the City and with the general pattern of housing quality. Overall, the good existing housing stock represents a considerable investment and must be conserved utilizing all possible means.

The quantity of vacant housing units in good physical condition is not equal to the need for replacement housing, as measured by the quantity of occupied units which are substandard. Further, it is difficult to find housing units available at costs low enough for many families in Greater Tandy to afford.

Table 6 summarizes the new housing in each program area needed to replace all substandard housing units and to provide sound living quarters for all households in the neighborhood. Only the Sherman Park and Academy areas have a surplus of standard vacant units over substandard occupied units.

TABLE 6

1975 Estimated Housing Need by Program Area

Program Area	Total No. of Households	Households Living In Substandard Units	Vacant Standard Units	Net Surplus or Deficit
24 Fountain Park	3,366	590	441	-149
25 Vandeventer	3,359	2,694	643	-2,051
26 Beaumont	4,626	1,094	477	-617
34 Tandy	7,550	1,466	570	-896
35 Sherman Park	1,754	4	88	+82
36 Academy	2,689	246	393	+147
Overall Greater Tandy	23,544	6,094	2,612	-7,197

About 27% of the housing stock must be replaced to provide standard housing for each household in the neighborhood. While it is clearly unrealistic to expect to achieve this objective of providing the needed 7,197 units over the next couple of years, it is reasonable to anticipate that a coordinated housing program can be assembled which, over a long range period, could make substantial progress in improving the general housing quality.

b. Vacant Housing - In the neighborhood, the vacancy rate was 9.3% in 1970, compared to a City-wide rate of 9.6%. The low rate for Greater Tandy resulted from heavy demolition between 1960 and 1970 which eliminated many vacant substandard units. By the end of 1974, the vacancy rate in Greater Tandy had risen to 12.9%.

TABLE 7

Estimated Vacancy Rates by Program Area 1960-1970-1974, by Percentage

Program Area	1960	1970	1974
24 Fountain Park	11.2	10.6	15.4
25 Vandeventer	7.5	13.5	23.1
26 Beaumont	5.7	8.6	11.2
34 Tandy	3.7	6.5	8.5
35 Sherman Park	3.0	4.0	5.1
36 Academy	4.1	11.0	13.4
Overall Greater Tandy	6.0	9.3	12.9

c. Type of Existing Structures - Two and four family brick structures predominate in the neighborhood, although occasional pockets of single family structures can be found. Buildings containing six or more units are scattered throughout the area. The majority of structures were constructed between 1900 and 1920, although the Fountain Park and Vandeventer program areas have numerous structures built in the late 1800's. The northern portion of the Sherman Park area contains structures built comparatively recently, within the last 25 years. The Fountain Park and Sherman Park program areas contain the highest proportion of single family structures.

Very little new construction has occurred in Greater Tandy over the past 10 years. What new residential construction has occurred consists primarily of low rise townhouse Turnkey Public Housing, and housing for the elderly.

d. Structural Conditions - Clearly, many of the housing units in the neighborhood have exterior structural deficiencies. Overall, of the more than 27,000 housing units in Greater Tandy in 1974, about 26% or almost 7,000 units were in poor physical condition.

Table 8 summarizes the structural condition of all housing units for each program area, while Figure 3 illustrates the geographic pattern of structural conditions. The areas of best quality housing tend to be concentrated in the Sherman Park and Academy areas and along much of the northern edge of Greater Tandy. Thus, the majority of units which are sound or require only minor repairs fall along an "L" shaped pattern as defined above. In contrast, the Vandeventer program area contains many structures which require major repairs or are dilapidated. However, other pockets of generally poor structural quality can also be identified. The multi-block section surrounding Homer G. Phillips Hospital includes groupings of structures in poor physical condition. Another such cluster is immediately north of St. Louis Avenue from Taylor Avenue to Lamdin Avenue.

TABLE 8

1975 Structural Conditions by Program Area by Dwelling Units

Program Area	Sound or In Need of Minor Repair		In Need of Major Repair		Dilapidated	Total
24 Fountain Park	3,217	(81%)	530	(13%)	232 ( 6%)	3,979
25 Vandeventer	1,508	(32%)	2,494	(54%)	628 (14%)	4,630
26 Beaumont	4,006	(77%)	843	(16%)	371 ( 7%)	5,220
34 Tandy	6,655	(81%)	1,060	(13%)	532 ( 6%)	8,247
35 Sherman Park	1,838	(99%)	10	( 1%)	0	1,848
36 Academy	2,837	(91%)	232	( 7%)	39 ( 2%)	3,108
Overall Greater Tandy	20,061	(74%)	5,169	(19%)	1,802 ( 7%)	27,032



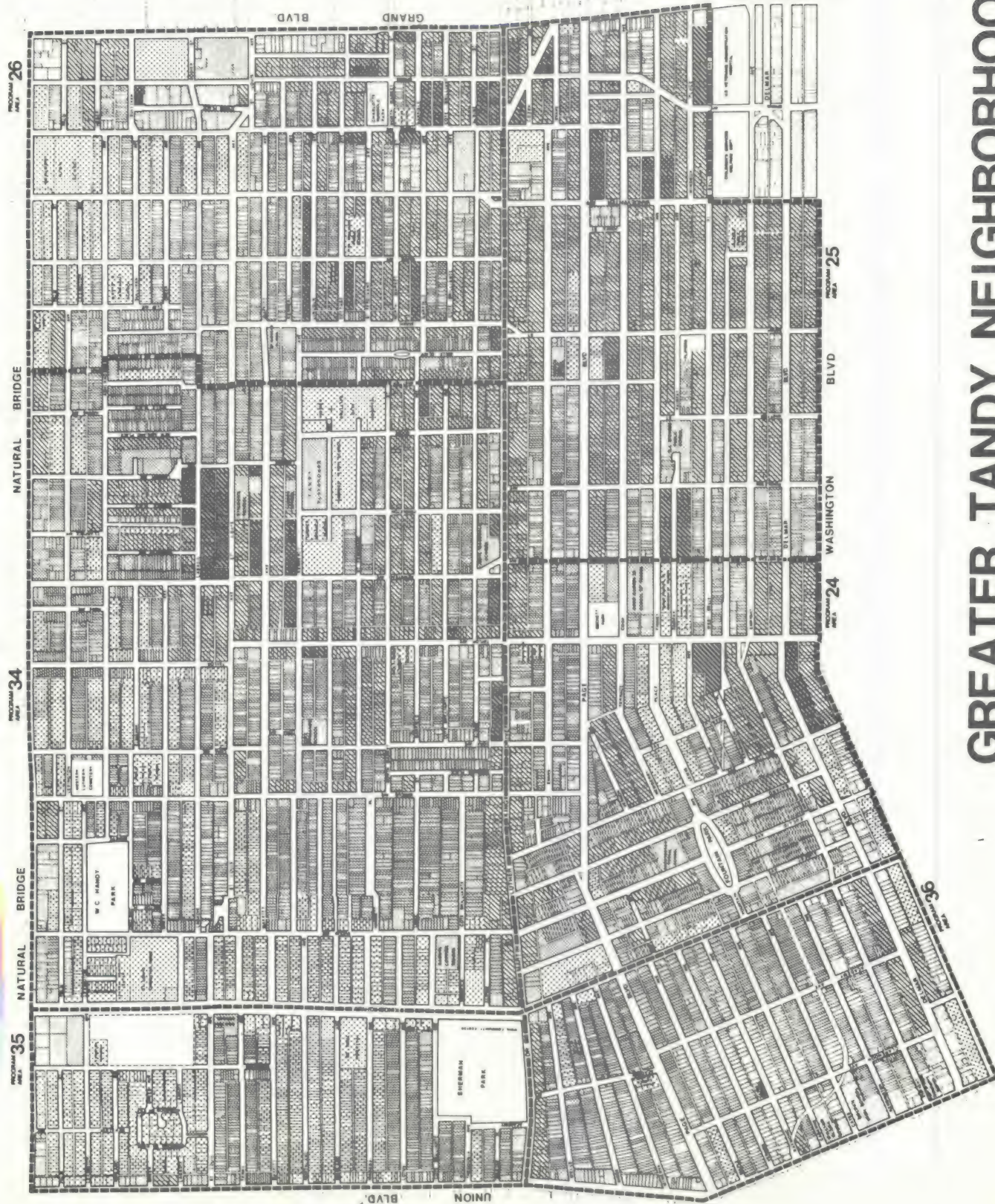


FIGURE 3

# GREATER TANDY NEIGHBORHOOD STUDY

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e. Owner-Occupied Housing - Persons owning and occupying their own homes tend to maintain them better than rental units. Therefore, areas with high concentrations of owner-occupied housing typically evidence fewer characteristics of deterioration as compared to areas dominated by rental housing.

In the Greater Tandy neighborhood, about 30% of the total housing stock was owner-occupied in 1970 compared to 37% City-wide. Since 1970, the proportion of owner-occupied units in the neighborhood has remained stable. The highest proportion of such units is in the Sherman Park area, while the Vandeventer area has the lowest percentage.

Two particularly heavy concentrations of owner-occupied housing are: (1) in an area bounded by Cote Brillante Avenue, Taylor Avenue, Kingshighway, and Euclid Avenue (in 1970, of about 290 total units located in this six block area, approximately 180 were owner-occupied); and (2) another area bounded by St. Louis Avenue, Natural Bridge Boulevard, Marcus Avenue, and Taylor Avenue (of about 600 units located in this thirteen block area in 1970, 430 were owner-occupied).

Table 9 below compares owner-occupancy and renter occupancy rates for each program area.

TABLE 9

1970-1975 Owner-Renter Occupancy by Program Area<sup>2</sup>

Program Area	% of Total Units Owner-Occupied		% of Total Units Renter-Occupied	
	<u>1970</u>	<u>1975</u>	<u>1970</u>	<u>1975</u>
24 Fountain Park	25	22	70	63
25 Vandeventer	21	18	74	60
26 Beaumont	27	31	52	58
34 Tandy	40	38	53	53
35 Sherman Park	44	43	51	51
36 Academy	30	28	58	58
Overall Greater Tandy	31	30	57	57

<sup>2</sup> Percentages do not add up to 100% due to the quantity of vacant units.

In 1970, the average value of owner-occupied housing in the City was \$14,200. In Greater Tandy the average value of owner-occupied housing ranged from \$9,230 in the Vandeventer area to almost \$16,000 in the Sherman Park area.

f. Renter-Occupied Housing - Although areas dominated by renter-occupied housing can be quite attractive, when threatened by blighting influences, as mentioned, they normally tend to deteriorate at a faster rate than areas dominated by owner-occupied housing. Owners of rental housing, particularly absentee landlords, are more apt to neglect problems especially if they question the future viability of the neighborhood. Tenants normally do not develop as much pride in their housing as do owner-occupants. Undoubtedly, these factors are among the many influences contributing to the spread of blight in the neighborhood.

As Table 9 suggests, it is estimated that 57% of the more than 27,000 dwelling units in Greater Tandy are currently renter-occupied. In 1970, the City-wide renter-occupancy was 54%. Within Greater Tandy, rental-occupancy accounted for from 51% of the units in Sherman Park to 63% in Fountain Park. Renter-occupancy and owner-occupancy are inversely proportional. Thus, comparatively high ownership rates in combination with low renter occupancy occur in the most stable program area, Sherman Park. On the other hand, the most deteriorated program area, Vandeventer, features a low owner-occupancy rate with a high renter-occupancy rate.

g. Summary - Table 10 below ranks the six program areas in Greater Tandy according to their relative standing in each of the categories summarized by tables earlier in the Housing Section of this document. The rankings are arranged in progressing order with the "best" value in each category ranked #1 and the "worst" value ranked last.

The pattern of relatively low quality housing in the southern and eastern portions of Greater Tandy is indicated by the low ranking of the Fountain Park and Vandeventer program areas while those areas located on the western and northern sides of the neighborhood have a relatively higher residential quality.

TABLE 10

## Overall Housing Quality Rankings by Program Area

Program Area	Housing Need	Vacancy Rate	% of Bldgs. Sound or Needing Minor Repair	% Owner- Occupied	Total
24 Fountain Park	3	5	3	5	16
25 Vandeventer	6	6	6	6	24
26 Beaumont	4	3	5	3	15
34 Tandy	5	2	3	2	12
35 Sherman Park	2	1	1	1	5
36 Academy	1	4	2	4	11

The picture which emerges then, is that of a neighborhood whose future viability is seriously threatened by encroaching blight from the south and east. This has caused the neighborhood to enter a transitory stage in which stability has given way to uncertainty and doubt concerning its future. In this regard, consideration must be given to appropriate means of retarding the spread of blighting influences, stabilizing the neighborhood, and attracting significant private investment back into the community. It is these issues which shall be addressed in subsequent sections of this document.

## B. Transportation

### 1. Streets

The grid street system in Greater Tandy was constructed in the early twentieth century when the automobile was still in the very early stage of development. During this period, the electric streetcar was the principal means of transportation. Later, when usage of the automobile became more popular, the deficiencies of the grid system became apparent.

Many of the arterial and collector streets are now inadequate to efficiently and safely handle existing traffic volumes. Traffic congestion is common, particularly during peak hours, along such north-south arterials as North Kingshighway, Vandeventer Avenue and Grand Boulevard. Newstead Avenue is a north-south collector which is plagued by traffic tie-ups. Dr. Martin Luther King Drive and Delmar Boulevard are east-west arterials which have serious traffic flow problems.

In addition to the traffic problems there, Dr. Martin Luther King Drive is also characterized by widespread deterioration and abandonment along much of its length. These problems are so serious that Dr. Martin Luther King Drive is given an indepth examination.

The particular characteristics associated with a grid lay out make it difficult to channel through traffic along arterials and to discourage it from local residential streets. Frequently, the congestion encountered along arterials or collectors is severe enough to tempt many drivers to use residential streets in an effort to by-pass the congestion. This practice overloads these streets and creates safety hazards, excessive noise and air pollution in residential neighborhoods, and tends to reduce the overall attractiveness of them.

Ideally, a street system should be designed to clearly delineate streets by function. The principal purpose of local streets is to provide access to residences abutting the street and only secondarily to move traffic. The collector street's primary function is to filter traffic from local streets to arterials or to local traffic generators such as shopping facilities, schools, or community centers. The arterial is the one street principally designed to move large volumes of traffic efficiently.

The grid system makes it difficult to distinguish between these functions. A few local streets, such as Maffitt, Evans, and Enright Avenues are as wide as some arterials. This unnecessary width attracts non-local traffic. On the other hand, Newstead Avenue is an example of a collector which has a street width more appropriate for a local street. Many of the arterials are too narrow to efficiently move large volumes of traffic.

Figure 4 identifies deficiencies and surpluses for collector and arterial streets by comparing estimations of traffic volumes and street capacities. The worst imbalance is along Dr. Martin Luther King Drive, Delmar Boulevard, and the portion of North Grand Boulevard south of North Market Street. Dr. Martin Luther King Drive has the most severe deficiency because, along its entire length, the two narrow traffic lanes in each direction usually result in competition for space among all types of vehicles, especially between automobiles and buses.

The presence of legally parked and especially double parked vehicles creates a further friction on the free flow of traffic. The segment of Delmar Boulevard extending from Vandeventer to Taylor and the stretch of Grand Boulevard south of North Market are rated as "very poor" because the street widths narrow at these points.

Different portions of these and other arterials and collectors are shown as being "poor". In most instances, this rating has been assigned because the street width is inadequate to permit the appropriate number of lanes. In some cases, particularly North Kingshighway Boulevard, the number of lanes is sufficient but they are too narrow.

In a couple of instances, notably Page Boulevard, a surplus of capacity actually exists. This situation occurs on Page because, for much of its length, the buildings are primarily residential while the street itself is unusually wide. Many of the dwellings along Page Boulevard are quite handsome, and it would be desirable to take steps to assure that usage of this street continues to be relatively low so that the viability of the residences may be protected. However, the continued growth of traffic volumes along the Dr. Martin Luther King Drive-Page Boulevard corridor may make this difficult.





# STREET AND INTERSECTION CAPACITIES

## LEGEND

- STREETS
- SURPLUS
- ADEQUATE
- POOR
- VERY POOR
- INTERSECTIONS
- POOR
- VERY POOR

Source: Alan M. Voorhees and Associates

FIGURE 4

# GREATER TANDY NEIGHBORHOOD STUDY

The Planning and Programming Division of the Community Development Agency





## 2. Bus Transit

The Greater Tandy neighborhood is relatively well-served by numerous Bi-State bus routes. Thirteen east-west and six north-south routes traverse the neighborhood providing access to employment and shopping downtown, to other major employment centers in St. Louis County, and to focal points within the neighborhood itself.

One of the most vital points for bus service is Homer G. Phillips Hospital. The St. Louis Avenue route provides access to the hospital from the east and west, while the Sarah Street route serves clients from the north and south. The Sarah route, however, runs two blocks from the hospital, creating difficulties for clients with limited mobility. Consideration should be given to the possibility of rerouting the line to Whittier Street in the vicinity of the hospital.

The one-half cent sales tax for transit subsidy has enabled Bi-State to increase the level of service and reduce fares. This is particularly significant to the low and moderate income families living in Greater Tandy who are more dependent on mass transit than middle and upper income families.

Although the level of service has improved, the buses must still compete with other vehicles in traffic. This not only means that the frequency of service is influenced by traffic volumes, but also that buses pulling into the line of traffic after picking up or discharging passengers creates conflicts with other vehicles.

## 3. Dr. Martin Luther King Drive

Dr. Martin Luther King Drive not only has a serious traffic problem but, for much of its 4.8 miles from Jefferson Avenue to the City limits, has widespread deterioration, obsolescence and underutilized land. The general environment along the street is a serious economic and cultural liability to the neighborhood and the entire City and, unfortunately, can hardly be considered a fitting memorial to the greatness of the late Dr. Martin Luther King.

Since most of the street's 4.8 miles fall within the boundaries of the Greater Tandy neighborhood, a study of the street and its immediate vicinity is included as part of the over-all plan. Dr. Martin Luther King Drive is a vital transportation link to downtown and to industrial centers in suburban jurisdictions. Also of importance is the recognition that its revitalization could potentially serve as a major catalyst for expanded economic development in the neighborhood.

a. Historic Development of the Street - Historically, Dr. Martin Luther King Drive (until 1972 part of it was known as Franklin Avenue and the other part Easton Avenue) has been essentially a commercial street. The street reached its peak in the era that began in 1920 and ended in 1954. The prime mode of transportation was then the streetcar. This low cost transportation made goods and other services readily accessible to low income people who comprised the principal population group in the vicinity.

The streetcars were replaced by buses in 1963, primarily because of the rapid increase in operating costs. However, the buses did not ever become as popular as the streetcars.

This and other transportation factors -- fare raises, growing automobile traffic and its attendant congestion and parking problems -- contributed to the obsolescence of the street and a decline in the market appeal of its shops and stores.

b. Character of Existing Development - Included along the 4.8 mile street, development consists of residential, commercial, and light industrial uses, which, in effect, can be looked upon as a linear city. West from Jefferson Avenue for two blocks, on what was formerly Franklin Avenue, there is a small neighborhood oriented shopping district known as "Dr. Martin Luther King Shopping Plaza", for which a program of renovation has been undertaken as part of the Model City Program. Businessmen, working closely with the Yeatman District Community Corporation, Jeff-Vander-Lou, Incorporated, the Model City Agency, and the Community Development Agency are working to revitalize this shopping area.

Along the entire length of the street are numerous large commercial and industrial establishments and major institutions

which are significant generators of employment and offer valuable services to the surrounding neighborhood. These are classified as support facilities and are shown on Figure 5. Among the most significant are the Dr. Martin Luther King Shopping Plaza, Yeatman Community Center, the Blumeyer Apartments, the Killark Electric Company, the Lohr Distributing Company, the Chapman Ice Cream Company, Marshall Elementary School, the shopping complex at Kingshighway Boulevard, the Wohl Community Center, Sherman Park, Adams Dairy, and the new "St. Louis Comprehensive Neighborhood Health Center." These are valuable community assets and every effort should be made to encourage their retention and possible expansion.

Beginning at Goodfellow Boulevard and extending westwardly beyond the City limits is the Wellston Shopping District containing various types of stores such as shoe, clothing, jewelry, etc., and a J.C. Penney Department Store. This shopping area is still relatively strong and represents an extremely valuable asset. Unfortunately, it has begun to deteriorate and suffers from poorly lighted and inadequate parking facilities.

The structures range in age from 60 to 100 years, with the majority having been built in the latter part of the nineteenth century. While most may still be structurally sound, they are deficient in amenities, utilities, and ability to adapt to modern merchandising techniques. Housing along the street is inadequate because it is located close to the noisy street and is small with outdated and substandard plumbing and heating systems. Most other structures are residences in poor to fair condition and in most cases need major rehabilitation.

There is a substantial amount of vacant land along the Drive and parcels with structures vacant or partially occupied. In either case, the possibility exists for acquisition at a reasonable cost. A large amount of this vacant land is used for storage of derelict automobiles, parts and other items, some of which could be classified as junk, which is an underuse of land.

c. Citizen Attitudes Toward Dr. Martin Luther King Drive - A recent survey assessed attitudes of residents and businessmen in the vicinity of the street.<sup>3</sup> Generally, unemployment, crime, inadequate housing and shopping facilities are perceived to be the most serious problems. Traffic related problems are rated as less serious. Clearly, then, recommendations for improvement should address those issues rated as most serious as vital elements in an overall concept for upgrading the street.

A majority of residents and businessmen believe that traffic volumes along the street are either at capacity or exceed it. Traffic is regarded as a bigger problem west of Grand Boulevard than east of it. This is borne out by the City's traffic volume estimates. Surprisingly, however, residents actually living on Dr. Martin Luther King Drive do not rate traffic congestion as serious a problem as do residents living off the street. Part of the reason for this unexpected finding may be that a high proportion of residents on the Drive live east of Grand Boulevard where traffic is held to be less of a problem.

<sup>3</sup> Survey conducted by East-West Gateway Coordinating Council in January and February, 1975. Approximately 350 residents and 111 business proprietors located within two blocks on either side of Dr. Martin Luther King Drive were interviewed.



Elderly residents are less concerned about traffic problems than younger citizens. This is significant because the elderly constitute about 36% of the population in the vicinity of the Drive versus 14.7% of the population in the entire City and 15.4% in the Greater Tandy neighborhood.<sup>4</sup>

Widespread agreement exists that the appearance of the street must be improved. When asked to evaluate two illustrations, one showing the existing street widened into a boulevard with a median strip and the other showing the street as it exists today, a large majority prefer the boulevard concept. However, this concept becomes less attractive if relocation is involved. Support for the boulevard concept is strongest among residents west of Grand Boulevard where traffic is seen as a relatively serious problem. Similarly, younger respondents are most supportive of a widened Dr. Martin Luther King Drive. Respondents located on the Drive are less in favor of the widened boulevard concept since they would be most directly affected by it.

The reservation of one traffic lane in each direction exclusively for buses has been suggested as one means to expedite bus movement. Implementation of this idea would require a widened street but strong support exists for it. Businessmen are less in favor of the idea than residents. Part of the reason might be that businessmen feel that an exclusive bus lane might tend to reduce accessibility of their business to automobile traffic.

In summary, residents and businessmen in the Dr. Martin Luther King Drive vicinity favor actions to improve the appearance of the street and to alleviate the generally depressive conditions along it. Most respondents want to see attention given to ameliorating unemployment, crime, inadequate housing, and inadequate shopping facilities and probably would give strong support to a widened street only to the extent that it could be shown that this would be instrumental in resolving the problems judged to be most serious.

4 Source: 1970 Census of Housing

5 Source: 1973 Traffic Map, Missouri State

d. Existing Traffic Patterns - Estimated two-way traffic volumes along Dr. Martin Luther King Drive range from about 4,400 vehicles per day between Jefferson Avenue and Grand Boulevard to 19,000 vehicles per day between Newstead Avenue and Kingshighway Boulevard. West of Grand Boulevard, the volume of traffic jumps considerably.<sup>5</sup> Of course, a substantial proportion of this daily volume is concentrated during the early morning and evening peak hours. Table 11 compares peak hour volumes and capacities for different segments along Dr. Martin Luther King Drive.

TABLE 11<sup>6</sup>

Peak Hour Volumes vs Capacity Along  
Dr. Martin Luther King Drive  
(1974 Tabulation)

Intersection	Dr.	Volume (Veh. per hour)		Capacity (Veh. per hour)	
		A.M.	P.M.	A.M.	P.M.
Grand	EB	550	400	1310	920
	WB	190	460	920	1310
Vandeventer	EB	550	400	1370	980
	WB	350	750	980	1360
Newstead	EB	730	570	1440	1180
	WB	350	750	1210	1430
Kingshighway	EB	550	560	710	660
	WB	470	810	660	660
Union	EB	440	540	890	830
	WB	340	590	830	830
Goodfellow	EB	600	520	870	870
	WB	330	580	870	870

<sup>6</sup> Source: City of St. Louis, Department of Streets, Traffic Division

For most intersections, capacity varies between morning and evening peak hours because of adjustments in timing of the traffic signals. Peak hour volumes, in most instances, approach but do not exceed the stated capacity of an intersection. However, the frequent presence of double parked vehicles, the conflict between buses, trucks and autos and the relative narrowness of the two traffic lanes in each direction combine to create further friction on traffic flow and reduce the workable capacity.

The right-of-way along Dr. Martin Luther King Drive is 80 feet wide, including two 12 foot wide sidewalks, parking lanes on each side, and four narrow traffic lanes. With the size of present-day vehicles, the two lanes in each direction actually function as only 1-1/2 lanes. Figure 6 shows a typical cross-section of the street. From Jefferson Avenue to Marcus Street, the actual street width is 56 feet. West of Marcus Street it narrows to 50 feet, causing a severe reduction in capacity.

e. Bus Usage - Approximately 10,000 persons are concentrated within two blocks on either side of Dr. Martin Luther King Drive. The low income character of this population means that car ownership is comparatively low. These factors combine to make the street a vital bus transit corridor.

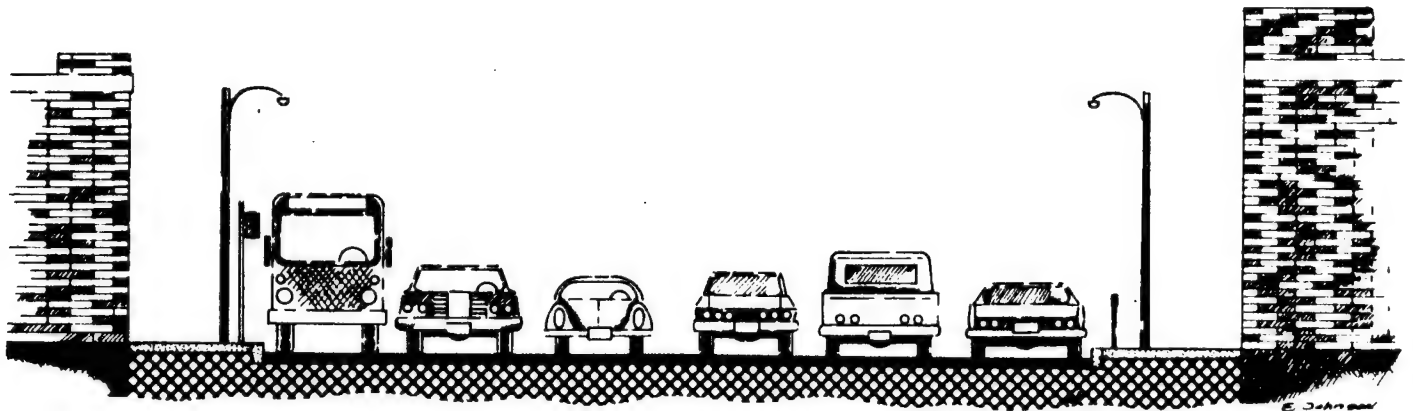
Two Bi-State bus routes, the Wellston Local and the St. Charles Express, operate along the entire length of Dr. Martin Luther King Drive running from downtown to St. Louis County. Both lines have rather large riderships. A recent report by the Bi-State Development Corporation indicates that the Wellston route is the third most heavily patronized route in the City.<sup>7</sup> Much of the ridership is from workers employed downtown or in St. Louis County. Many persons who shop downtown, in Wellston, or at other major shopping centers, also utilize the bus.

Unfortunately, the efficiency of the buses is severely restricted by conflicts with other vehicular traffic. The narrowness of the traffic lanes makes it difficult for buses to pull in and out of traffic to pick up or discharge passengers. A related problem is that automobiles frequently park in bus zones, creating further conflicts.

7 Source: Route Inventory of Existing System, Bi-State Transit System, November 1974

# DR. MARTIN LUTHER KING DRIVE

Existing Street



Cross-Section

Perspective

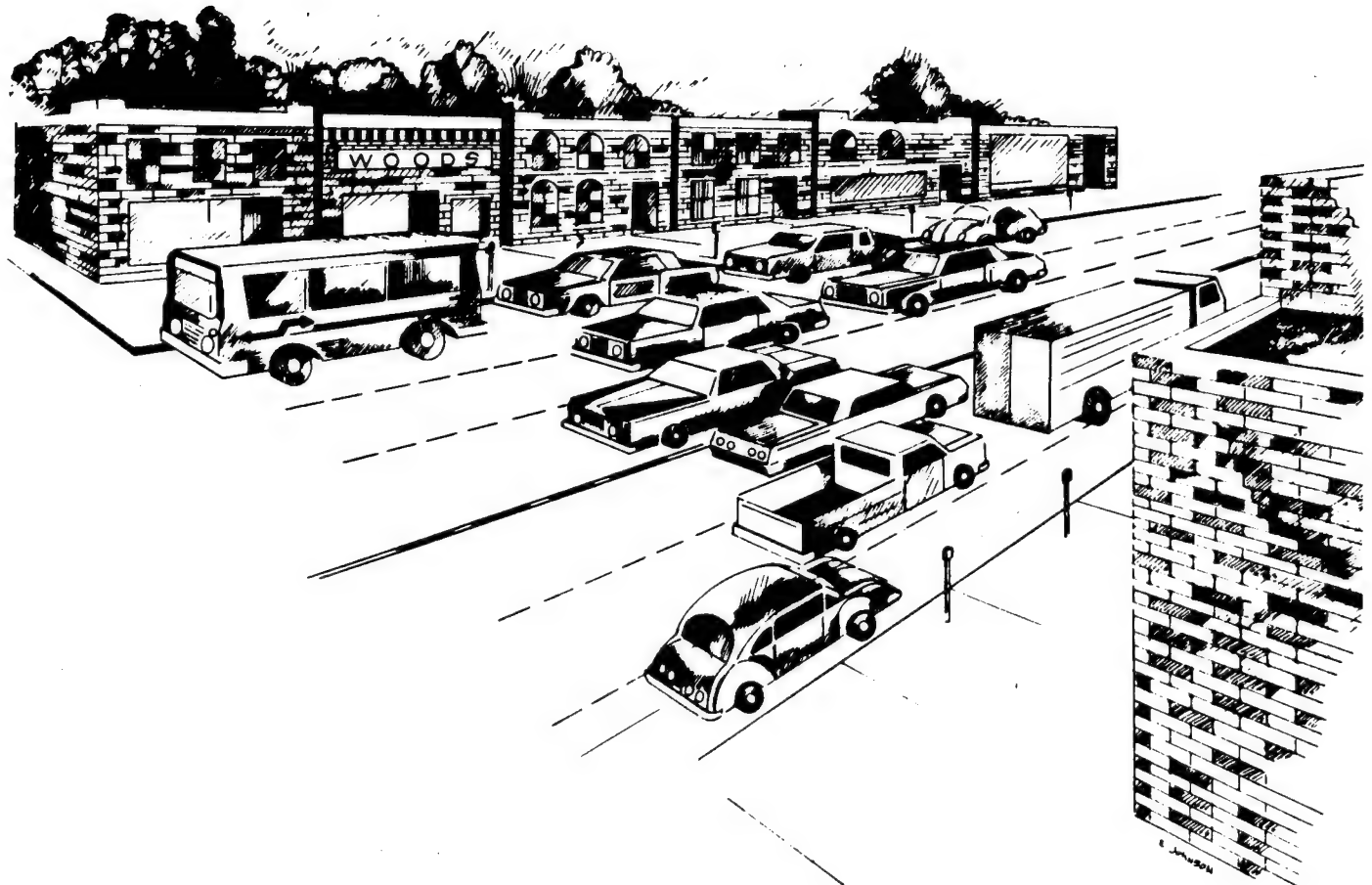


FIGURE 6



## C. Community Facilities

### 1. Schools

Twenty-four public elementary and four public high schools are within Greater Tandy. These are identified in Figure 7. Many schools show serious signs of physical deterioration and require extensive repair. Inadequate space for parking and recreational activities is a common problem. Lack of parking space is particularly severe in the vicinity of Sumner High, Turner Middle, and Simmons Schools.

Unfortunately, the serious financial problems being experienced by the Board of Education preclude the possibility of undertaking major improvement projects in the immediate future. The Board of Education is hard-pressed for funds to maintain the existing quality of its schools and has announced that it may be necessary to reduce or eliminate some educational programs.

Recent trends indicate many of the elementary schools have experienced sharp enrollment losses, in line with the general out-migration of population from the neighborhood. The general trend toward reduced birth rates is a contributing factor. Many of the elementary schools are operating at a level well under capacity. City high schools frequently have enrollments in excess of capacity, indicating that reduced birth rates have not yet affected enrollment there. However, the Board of Education soon anticipates decreases in high school enrollments in Greater Tandy.

### 2. Open Space, Parks and Recreation

Open space and recreational facilities are clearly inadequate in Greater Tandy. There are three parks and five smaller open space areas featuring playground equipment. In addition, Fairground Park, north of Natural Bridge, is the fifth largest park in the City and attracts people from much of North St. Louis. Including the 131 acre Fairground Park, only 185 acres of parks and open space are available to neighborhood residents. This total falls far below the ideal of 1.5 acres per thousand people established by the City in 1960. Accordingly,



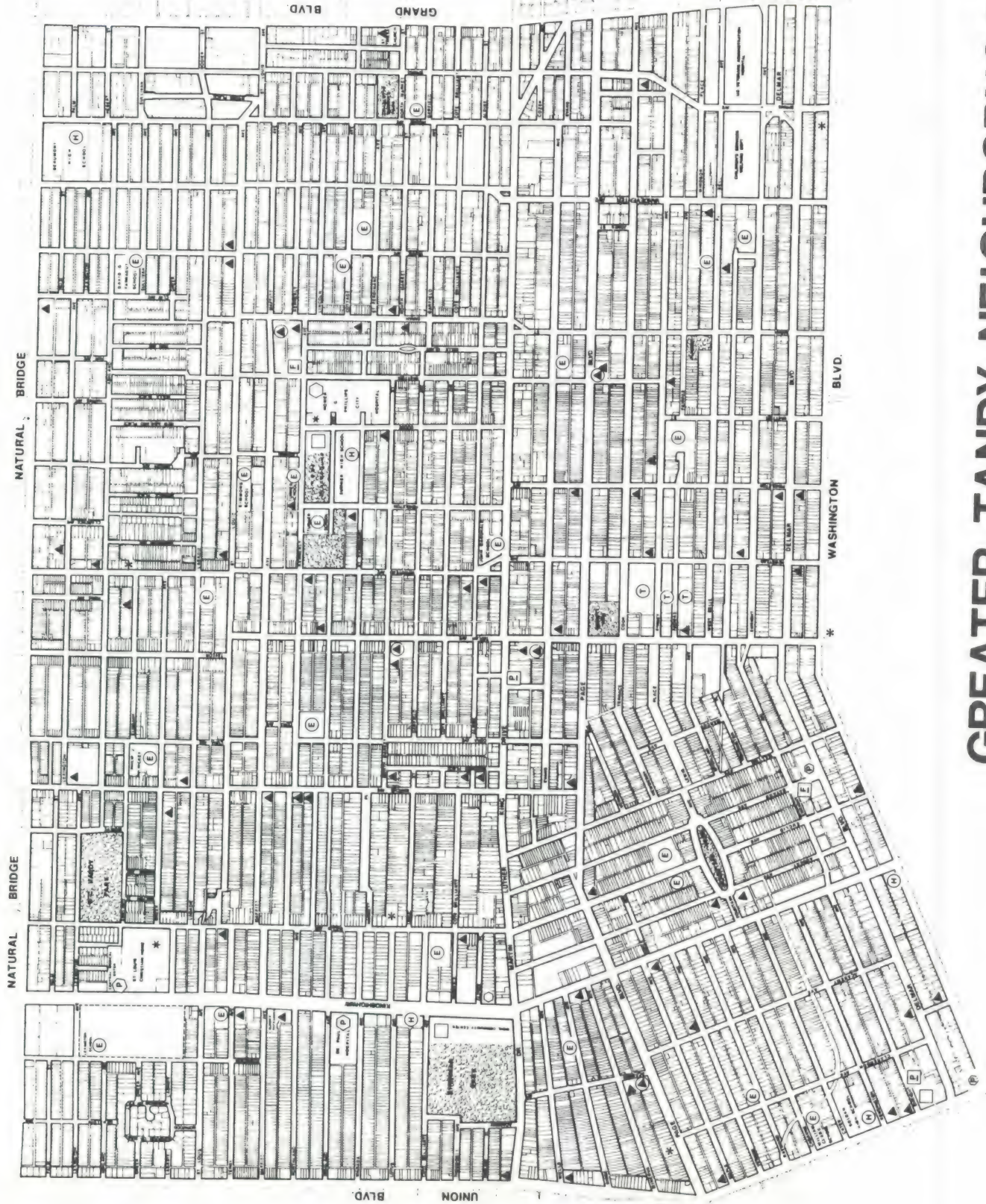


FIGURE 7

# GREATER TANDY NEIGHBORHOOD STUDY

The Planning and Programming Division  
of the Community Development Agency



Greater Tandy would need about 1,140 acres of open space. Though this is obviously unattainable, it illustrates that additional open space is needed.

Typically, parks and open spaces are classified by function and size. A "district park" is quite large and offers a broad variety of specialized facilities to attract people from several neighborhoods. A "community park" may include a community center, athletic fields, and other facilities to serve people from immediately adjacent neighborhoods. A "playfield" is primarily intended to offer outdoor sports space for neighborhood residents. A "neighborhood park" may offer space for court games and may also include a community center and playfield space. Finally, a "playground" offers recreation equipment for small children living in the immediate vicinity.

Table 12 below summarizes open space available to the residents of Greater Tandy.

TABLE 12

Existing Open space

<u>Location</u>	<u>Name</u>	<u>Acreage</u>	<u>Function</u>
Grand/Natural Bridge	Fairground	131.5	District
Kingshighway/M.L. King Drive	Sherman	22.0	Community
Lexington/Shreve	W. C. Handy	11.9	Neighborhood
Kennerly/Pendleton	Tandy	5.6	Playfield
Cottage/Pendleton	Tandy Addition	5.3	Neighborhood
Taylor/Cook	Beckett	3.3	Playground
Prairie/St. Ferdinand	Rumbold	3.0	Playground
Fountain/Euclid	Fountain	1.5	Playground
Fairfax/Sarah	Turner	1.4	Playground
		<u>185.5</u>	



Because the neighborhood is heavily built up, it is difficult to substantially increase the quantity of recreational space. Therefore, the quality of existing facilities becomes particularly important. Unfortunately, many of the playgrounds have equipment, such as swings and jungle gyms, which is in poor condition. The Tandy Park community center requires major repairs to remain useful.

Full advantage has not been taken of all available recreational facilities. For example, many playfields lack lighting for evening play, and the public and parochial schools have facilities which normally are not utilized during non-school hours.

### 3. Social Services

Residents of Greater Tandy are fortunate to have available a broad variety of social service facilities including the well-known Annie Malone Children's Home and the St. Louis Christian Home, which offer casework services and care for neglected and dependent children. Through the Dr. Martin Luther King and Union-Sarah Neighborhood Gateway Center, the Human Development Corporation offers residents services related to community organization, employment training, education, counseling, etc.

The numerous churches provide important services related to counseling and religious training. A few of the largest, such as St. Matthew's, Visitation, and St. Mark's, operate parochial schools which alleviate the burden of the public schools. Other well-known churches include, but are not limited to, Antioch, Lane Tabernacle, Christ Pilgrim, St. James, and Blessed Sacrament.

Despite this, Greater Tandy neighborhood citizens have social needs which are not being given adequate attention. Most prominent among these deficiencies are home maintenance and homemaker training, services for the elderly, and day care.

a. Home Maintenance and Homemaker Training - Many homeowners do not have adequate knowledge of common home maintenance and repair techniques. This increases maintenance costs, often creating a hardship for low and moderate income citizens. The availability of such training, possibly supplemented by consumer affairs counseling, could increase the capability of residents to handle routine maintenance at minimum cost.

b. Elderly - The limited mobility and low income character of the elderly residents require that special housing and services be made available. Health related services, social security and pension benefit assistance and recreational programs are among the most important needs.

A few extended care institutions for the elderly already provide for those senior citizens who are disabled or otherwise require special attention. However, these institutions should not be required to be the principal caretaker for the aged because many older persons prefer to live in non-institutional surroundings. Currently, only the James House, operated by St. James Church, and the recently opened Warwick Apartments offer housing for the neighborhood's elderly in a non-institutionalized atmosphere.

Supportive services are not being provided on a sufficient scale. For example, although health care facilities are numerous, lack of transportation frequently excludes the elderly from taking maximum advantage of the services offered. Further, social security and pension benefit assistance is simply unavailable on a decentralized basis. Similarly, only the extended care institutions and housing complexes for the elderly offer organized recreational activities.

c. Day Care - The unusually large concentration of female headed households requires that extensive day care facilities for children be provided. This need is heightened by the low incomes of most Greater Tandy families which often require mothers to work. Day care services are provided principally by the private sector, although several semi-public agencies and churches also offer it. Eight private day care centers are



scattered throughout the neighborhood. In addition, the Human Development Corporation and the Jeff-Vander-Lou Corporation offer limited service. Unfortunately, the need for day care far outstrips that now available.

A major problem is the inadequate coordination between day care services and job training or educational programs. Frequently, if a mother is able to find work or be accepted in a job training or educational program, she is unable to find adequate day care for her pre-school children.

#### 4. Health

Greater Tandy is fortunate to be served by an unusually large number of health centers and hospitals. Within its boundaries are Homer G. Phillips Hospital, DePaul Hospital, and the Central Medical Center. The St. Luke's Hospital and the U.S. Veteran's Administration Hospital are immediately adjacent to the neighborhood.

Five health centers are available to neighborhood residents. The City operates the Wohl Health Clinic. The Union-Sarah Health Clinic and the Union Diagnostic Health Clinic are also within the neighborhood. Outside the boundaries, but accessible to residents, are the St. Louis Comprehensive Health Center, on Dr. Martin Luther King Drive at Belt, and the Yeatman Health Clinic on North Grand near St. Louis Avenue. Figure 7 identifies the location of all health facilities within the neighborhood boundaries.

Homer G. Phillips Hospital is of particular importance to Greater Tandy. One of two short-term hospitals operated by the City, Homer G. Phillips offers medical care to many North St. Louisans. Unfortunately, it has numerous deficiencies, including insufficient office facilities for doctors, a lack of living quarters for nursing personnel and married professional employees, serious defects in the physical plant and inadequate parking space. The current financial problems of the City of St. Louis preclude, for the time being, actions to remedy these deficiencies. Recognizing the contribution that Homer G. Phillips Hospital makes to the economic well-being, as well as the health of area residents,

it is hoped that it could be substantially upgraded and expanded if additional sources of funds become available.

A disturbing trend in recent years has been the movement of doctors and hospitals from the City to suburban areas. This has occurred in response to the general out-migration of population plus the availability of land for expansion in outlying jurisdictions. Several Greater Tandy health facilities require additional space. Every effort must be made to accommodate the space needs of these health facilities to retain the medical, economic and social benefits they provide.

### III. SHORT RANGE RECOMMENDATIONS

#### A. Introduction

This section identifies a coordinated set of related actions intended to make an immediate positive impact in improving the overall quality of living in Greater Tandy. The emphasis is on those activities which can be relatively quickly accomplished at a realistic cost and which would be readily visible. The spread of blight can be retarded in this way and the neighborhood stabilized. The Short Range Recommendations are intended to be obtainable within five years, commencing immediately.

Basically, the Short Range Recommendations encompass a broad range of components from the City's Neighborhood Betterment Program. Various elements of the Neighborhood Betterment Program are being applied throughout the City and include such activities as code enforcement, street and alley repairs, traffic control, tree planting, weed control, special refuse removal, demolition, and environmental sanitation measures. These betterment activities are in addition to regular ongoing City services. Some of the above activities are appropriate throughout the Greater Tandy neighborhood while others are more appropriately suited for smaller sections of the neighborhood.

It cannot be over-emphasized that the betterment program outlined on the following pages can be effective only if the Greater Tandy Community unites behind one neighborhood based umbrella corporation which would have responsibility for coordinating all planning and developmental activity throughout the neighborhood. The emergence of such a corporation is of crucial importance to survival of the neighborhood. The level of public activity which occurs in the community over the next several years is, to a large extent, dependent upon its emergence. Only in this way can a public action program be sufficiently coordinated to generate a maximum level of private investment in the community. Ultimately, achievement of the objectives outlined in this preliminary plan is dependent upon private investment.



## B. Neighborhood-wide Actions

The weed control, special refuse removal, and environmental sanitation activities are recommended to be undertaken throughout the neighborhood over the next five years. Thus, an intensive program will be undertaken to rid vacant lots of refuse and weeds. Chemicals are to be applied annually to prevent the regrowth of weeds. Routine trash pick-up services will be supplemented by an intensive effort to remove accumulated debris from streets and alleys. These activities will be complemented with rat control and stray dog control programs. All of these efforts are designed to generally improve the area's housekeeping while lowering health hazards. In addition, derelict structures not feasible for rehabilitation will be demolished.

These City activities would be most effective if supplemented by the support of citizens throughout the neighborhood. Residents should be on constant watch for the recurrence of these problems and neighborhood organizations should strongly urge property owners to adequately maintain their structures. Residents and the City might work jointly to utilize vacant lots. In the long term, some may be usable for future development, but others may be more feasibly used by adjacent property owners. Vacant parcels owned by the Land Reutilization Authority (LRA) might be donated to the adjacent property owners for use as driveways, etc.

## C. Identification of Target Areas for Special Actions

Analysis of numerous factors, including existing land use patterns, building conditions, extent of vacant land, degree of owner-occupancy, and relative income levels reveal that, in general, the residential areas of highest overall quality tend to be located along the northern and western portions of the neighborhood. Within these areas, several target sections have been selected for a concerted, intensive action program designed to promote preservation and rehabilitation activities. These sections are shown as target areas A through F in Figure 8. Each has a high percentage of structures in relatively sound condition or needing only minor repairs, a low proportion of vacant land, and relatively few tax delinquent properties. The households there tend generally to be the most stable.



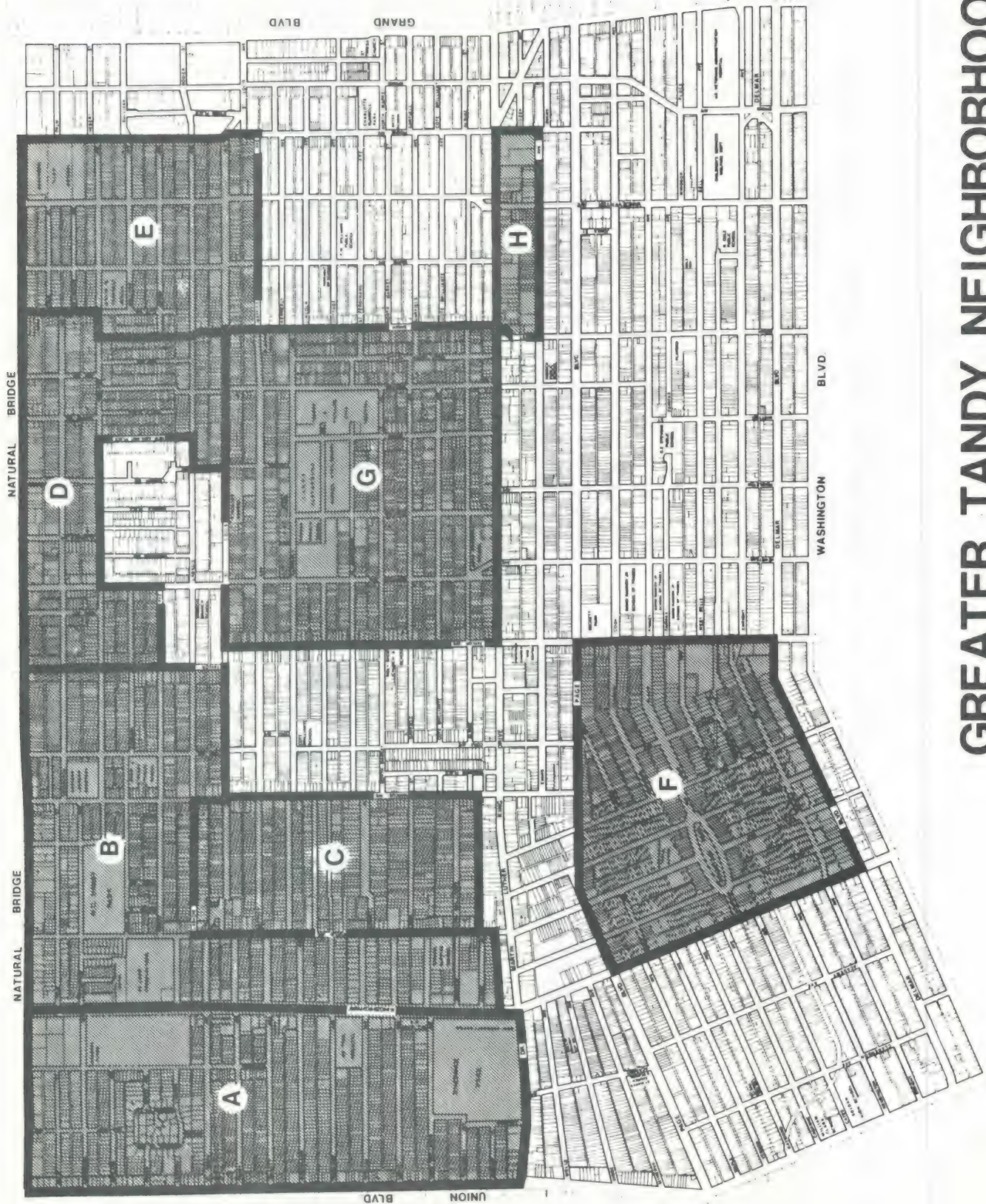


FIGURE 8

# GREATER TANDY NEIGHBORHOOD STUDY

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Target area G, the Ville, has experienced a greater degree of physical and economic deterioration than target areas A through F, yet features a well-defined nucleus of institutional and public facilities plus a unique identity based on a rich ethnic heritage. Public actions in the Ville are intended to reinforce the base of institutional and public facilities and to promote needed rehabilitation and residential and institutional new construction.

Target area H is primarily an industrial area for which expansion is programmed.

#### D. Recommended Treatment Actions for Target Areas

1. Target Areas A through F - The primary objective of a treatment program for these sections of Greater Tandy is to promote preservation, rehabilitation, and limited new development on an "infill" basis.

An intensive code enforcement program would be beneficial in achieving this objective since it would tend to preserve the relatively high residential quality of these sections and retard the spread of encroaching blight. The comparatively high income levels and the high proportion of owner-occupants mean that intensive code enforcement could be effective.

Some blocks within target areas A through F have been inspected within the past year. Other blocks are being inspected or are scheduled for inspection this year. It is recommended that the intensive code enforcement program be expanded.

The current status of intensive code enforcement in Greater Tandy is illustrated by Figure 9. Portions of target area A (Sherman Park) and target areas C and D have been inspected. Spot rechecks will be undertaken in these blocks to assure compliance with the building code. Intensive code enforcement is now being concentrated in the northeastern and northwestern segments of Greater Tandy, corresponding to target areas A, B, part of C, E, and F. These are first priority blocks. Subsequent code enforcement efforts should concentrate in the remainder of target area C and target area D in order to link previous efforts. These are second priority blocks.



PRIORITY - 2

# GREATER TANDY NEIGHBORHOOD STUDY

**The Planning and Programming Division  
of the Community Development Agency**



In conjunction with inspections for code violations, buildings will also be inspected for the presence of lead based paint. Though all violations will be noted, if the lead based paint is found to be cracking or peeling on the walls or windowsills of a home, it may represent an immediate health hazard for small children who frequently swallow this sweet tasting paint. In such instances, a structure will be referred to the City's Lead Poisoning Control Service on a priority basis which will work with the building owner to ameliorate this hazard.

In recommending intensive code enforcement for target areas A through F, careful consideration has been given to the capability of property owners to handle the necessary repairs. As mentioned previously, residents in these areas generally have higher income levels than those in the remainder of the neighborhood. Nevertheless, a limited degree of displacement may occur.

It is recommended that property owners who intend to bring their units up to standard seek Federal subsidies authorized under Section 8 of the 1974 Housing and Community Development Act for rental housing located in blocks suggested for intensive code enforcement. Under this program, tenants pay a maximum of 25% of their gross income for rent; the Federal government pays the difference between the full rental price and what the tenant can afford to pay. Based on existing rental rates and existing structural conditions in target areas A through E, a minimum of 150 existing rental units should be subsidized to offset any rental increases which might result from an intensive code enforcement program. Landlords and tenants should apply to the St. Louis Housing Authority for possible subsidy of their existing rental units.

The City is expanding its direct financial assistance to persons displaced by code enforcement activities. The City will attempt to provide up to \$300 for actual moving expenses and assistance with rent deposits, utility fees, and other costs incidental to obtaining a new residence. While the maximum dollar amount may not be adequate in all cases, it is the limit that is financially feasible, consistent with the City's strained financial resources.



A related consequence of intensive code enforcement is that some owner-occupants may not be able to afford the required repairs. This problem is compounded by the general unavailability of loan funds for home improvements in much of the City of St. Louis. However, recently the Greater St. Louis Savings and Loan League announced the formation of a pooled risk revolving loan fund to make loans to City residents who otherwise would not meet the normal lending standards. This encouraging development should help to increase the supply of loan funds available to neighborhood residents for home improvements.

The City is attempting to set up a joint public-private revolving loan fund designed to funnel mortgage credit to sections of the City slated for intensive code enforcement and neighborhood preservation efforts. Target areas A through F would therefore benefit from the creation of such a fund. This concept is now in a formative stage. However, it is hoped that the fund could be set up and begin to function within the near future.

Scattered throughout target areas A through F are several vacant structures which have been acquired by the City's Land Reutilization Authority. Several of these structures are potentially rehabilitable. Currently, LRA operates a lease-purchase program in which vacant but rehabilitable houses are leased to a tenant for a certain minimum length of time, usually two years, with the stipulation that the structure be rehabilitated in accordance with the building code. Upon termination of the lease, if rehabilitation has in fact been carried out, the tenant has the option of purchasing the structure with 90% of his rent counting toward the purchase price.

The lease-purchase program not only encourages the productive reuse of vacant and abandoned structures, but also restores these structures to the tax rolls. The tenant benefits by not being burdened with the payment of property taxes during the rehabilitation period.

Lease-purchase is ideal for areas such as target areas A through F where preservation and rehabilitation are primary objectives. For the lease-purchase program to be most effective, each LRA owned structure there must be carefully surveyed for rehabilitation feasibility and cost. Prospective tenants must also be carefully screened for financial capability. Preliminary



screening of them might be undertaken by well-established neighborhood corporations. Potential tenants who appear to have the necessary financial capability could then be referred to LRA.

Unfortunately, not all structures are economically or physically feasible for rehabilitation. Although non-rehabilitable structures are infrequent in target areas A through F, where they do occur, they must be demolished. Further, groupings of non-rehabilitable, dilapidated and vacant structures are concentrated adjacent to target areas A through F. As a first priority, demolition should be directed at the numerous such buildings immediately south of target area D. (See Figure 9). These structures present an immediate threat to the viability of target areas B, C, D, E, and G. Another pocket containing numerous dilapidated and vacant structures is bounded generally by Sarah, Vandeventer, Aldine and Lincoln Streets. The advance of blight from this area threatens target areas E and G and thus should receive second priority. Future priorities should be determined by a continued monitoring of the extent of blight.

To complement the intensive code enforcement, rehabilitation and demolition activities, several modifications in residential traffic patterns are suggested. (See Figure 10). Most of the recommended changes are intended to restrict the movement of through traffic along residential streets. Currently excessive volumes occur principally along Warne Avenue and Taylor Avenue, both of which run uninterrupted in a north-south direction through much of the neighborhood. The placement of traffic diverters at several key points along these streets would achieve the desired effect of reducing through traffic.

Other street modifications are suggested in target area F. The placement of cul-de-sacs at Aubert Avenue and Euclid Avenue near Page Boulevard would divert traffic currently utilizing these streets to by-pass Kingshighway Boulevard which is heavily congested. The placement of cul-de-sacs at Newbury Terrance and McMillan Avenue near Taylor would similarly discourage through traffic.

Other traffic diverters and cul-de-sacs are recommended in the Academy program area. Traffic diverters are suggested for various points along Academy Avenue and Clarendon Avenue. Cul-de-sacs are recommended along Raymond Avenue at Kingshighway and



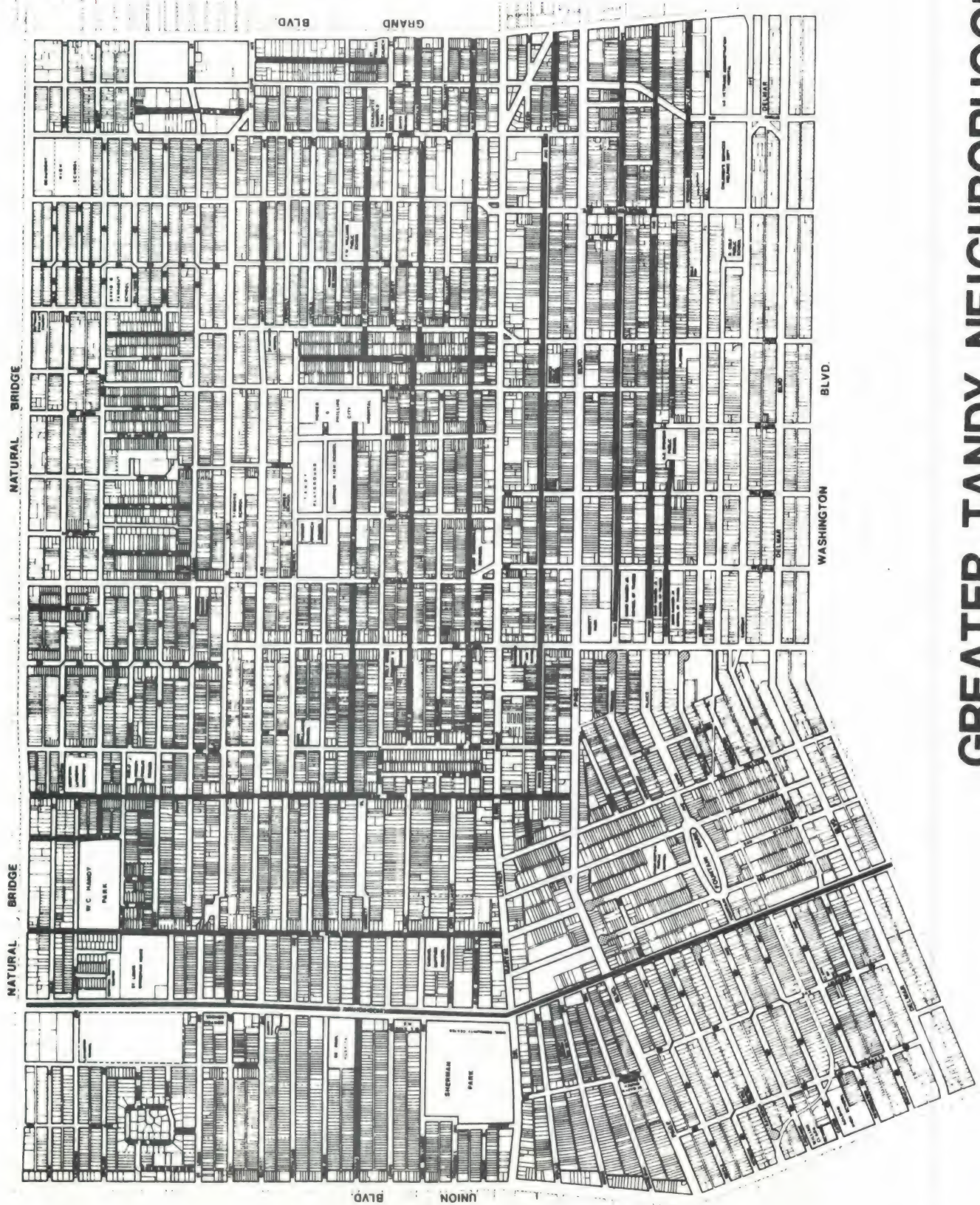


FIGURE 10

# GREATER TANDY NEIGHBORHOOD STUDY

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the intersection with the Bi-State right-of-way. Since left-turns onto Page Boulevard from Kingshighway and onto Union from Pa are not permitted, many cars attempt to utilize the east-west streets in the Academy area. The recommended street modifications would eliminate this practice. In order for these changes to be truly effective, the intersections at Page/Kingshighway and Page/Union must be improved to permit left-turns.

One new street is suggested in the Sherman Park program area. This new street is suggested immediately east of Union Boulevard between Greer and St. Louis Avenue. (See Figure 10). It would tend to insulate the relatively high quality residences in this vicinity from the marginal commercial establishments along Union Boulevard. This new street would require the removal of only two residential structures.

To supplement the street modifications and the code enforcement activities, the City will also undertake a major effort to repair public streets, curbs, alleys, and sidewalks. Although many streets and alleys are in good condition, others are in dis-repair.

*emergency  
repairs  
in alley*

In addition to the street improvements suggested for residential areas, other improvements are needed to offset peak hour traffic congestion encountered along Dr. Martin Luther King Drive. A permanent solution for improving traffic flow along this street is several years away. As an interim measure, it is suggested that parking be prohibited along the entire length of the street during peak hours. This would not only free additional space for traffic movement, but would also eliminate conflicts between parked cars and moving vehicles. This measure would require business establishments along the street which do not have off-street loading facilities to confine loading and unloading to non-peak hours.

In addition, it may be worthwhile to explore the feasibility of utilizing reversible lanes similar to those found along Gravois Boulevard. Implementation of this concept would require the installation of expensive traffic control signals. Since the long-range improvement of Dr. Martin Luther King Drive is several years away, the benefits of improved traffic flow to be gained by the use of reversible lanes must be carefully balanced against the cost.



All of these programs and activities, if undertaken in a carefully orchestrated manner and vigorously supported by residents and neighborhood organizations, could have the desired effect of creating an immediate impact on the overall living quality and retarding the advance of blight.

2. Target Area G - Short-range actions in the Ville are intended to strengthen and reinforce the numerous institutional and public facilities and to promote the retention of the unique identity associated with the "Ville."

As a first step, the City can undertake several actions to give the "Ville" a unique appearance. Ville residents, in conjunction with City designers, could choose special colors representing their area. Actions might include the use of supergraphics on building walls, and painting street furniture and signs in a neighborhood color scheme. These relatively simple, low cost items could give a sense of unity and special identity to the Ville.

Other short-range actions in the Ville relate to the reservation of land for the expansion of the numerous institutional and public facilities there. For instance, space should be reserved for the ultimate development of medical related facilities, parking, and residential structures south of Homer G. Phillips Hospital. The hospital, vitally important to the physical and economic health of North St. Louisans, urgently needs supplementary parking facilities. As a first priority, efforts should be directed toward providing additional parking facilities on the block immediately south of the hospital. The eventual attraction of related office and residential development would further reinforce the viability of Homer G. Phillips Hospital.

Sumner High, Turner, Turner Middle, Simmons and Marshall Schools require additional off-street parking immediately. Although current budgetary problems of the Board of Education make it difficult to provide immediate relief, potential off-street parking sites should be designated for future development. Additional parking for Sumner could be provided on the south side of St. Ferdinand Street near Pendleton. Much of this land is now vacant.

Additional parking for Turner, Turner Middle, and Simmons Schools could be reserved on the north side of Kennerly Avenue immediately east of Newstead Avenue. Much of this land is vacant or occupied by residential structures which are extensively deteriorated. Parking for Marshall School could be accommodated on the vacant land on the north side of Dr. Martin Luther King Drive at Pendleton.

Once sufficient off-street parking becomes available, Pendleton Avenue from St. Ferdinand to Kennerly Avenue and Cottage Avenue from Pendleton to Goode could be vacated. This would interconnect Sumner High and Turner Middle Schools, the Tandy Playground and the Tandy Playground addition into an attractive, unified campus type setting.

Scattered throughout the Ville are numerous residential structures which are vacant, yet still rehabilitable. Further, they frequently are surrounded by other residences capable of rehabilitation. In these situations, rather than demolishing the vacant structures and further reducing the housing stock, they will be securely boarded up until rehabilitation can be undertaken by individuals or contractors.

Also scattered throughout the Ville are numerous structures having some historic or cultural significance to the neighborhood. (See Figure 14 on Page 63). Every effort should be made to promote renovation of these structures, particularly where they are grouped or concentrated together. The City's proposed revolving loan fund, discussed earlier, could be of some benefit to assist renovation. It may not be possible, however, to retain and renovate every significant structures. In some instances, it may be necessary to remove individual structures in order to carry out specific development objectives.

An urgent need not only in the Ville, but also in the rest of Greater Tandy, is the development of new housing opportunities. Initially, new housing in Greater Tandy should be concentrated in the Ville due to the large supply of vacant land in close proximity to institutional and public facilities. The development of such housing on that land could serve as a relocation resource for families who might be displaced by subsequent code enforcement or other actions throughout the neighborhood.

The provisions of Section 8 of the 1974 Housing and Community Development Act should be utilized to provide housing within the income range of the low and moderate income families who predominate in Greater Tandy. However, to encourage stabilization of the community, every effort should be made to attract a diversity of income groups by establishing an appropriate mix for new housing development. The mere establishment of such a mix will not by itself, however, attract new income groups. The multiplicity of actions discussed throughout this plan must be undertaken over a multi-year period to elevate the overall quality of the living environment.

As already mentioned, to make a maximum impact on the quality of living, physically oriented community development actions must be carefully coordinated with improved access to social services. The low and moderate income families living in Greater Tandy should have access to such services as home maintenance and homemaker counseling, legal assistance, and consumer affairs counseling. Other services such as day care, programs for elderly residents, marriage and family counseling, and casework assistance for child abuse and problem child families should also be available. Logically, these services should be made available in a neighborhood service center, ideally to be located in the Ville adjacent to related institutional and public facilities. Possible sites for such a center should be explored as soon as possible. The Tandy Community Center or one of the public schools in the Ville are examples of possible sites.

3. Target Area H - As stated earlier, this area currently is primarily industrial in character, the firms there urgently require additional space for needed expansion. Expansion could allow firms such as the Killark Electric Company, Chapman's Ice Cream Company, and the Lohr Distributing Company to employ many more neighborhood residents. Expansion of Killark Electric Company alone could create as many as 500 additional jobs. Utilization of the Planned Industrial Expansion Law (Chapter 100 of the Missouri State Statutes) could facilitate the needed expansion.



## E. Implementation

All actions recommended for both the entire neighborhood and the delineated target areas can be financed utilizing a combination of resources. Tables 13 and 14 summarize estimated costs for recommended public actions. Over the entire five year period, approximately \$2.5 million is recommended for an expansion of neighborhood-wide services. Additional activities recommended for the target areas would cost an estimated \$1.3 million over the five year period. The total \$3.8 million cost for this five year program is a sound investment in the neighborhood's future.

Both neighborhood-wide and target areas activities can be financed from existing sources of funds. In fact, the entire first year cost of approximately \$757,000 has been programmed into the City's budget making process. First year activities are to be financed out of such sources as general City revenue, general revenue-sharing, Community Development Block Grants, and various federal public service funds. Activities scheduled for years two through five can be financed in a similar manner. With the possible exception of the public service funds, all of these funding sources should be available for the entire five year period. And the public service funds are scheduled to finance only a small portion of the first year program. Therefore, it does not appear unrealistic to anticipate that the entire five year program could be carried out as recommended.

In the introduction to the Short Range Recommendations section, it was stated that the infusion of public services and activities into the Greater Tandy community could be effective only if a neighborhood-wide umbrella corporation emerges to coordinate all planning and developmental activity in the neighborhood. To be successful, this corporation must have the united support of community leaders and neighborhood residents. Community leaders should immediately begin to explore possible avenues of funding. One possibility might be a loan or grant from a private foundation.

The responsibilities of such a corporation would be many and varied. They would include:

- 1) Undertake detailed planning for the development of new housing on appropriate sites in the community.

TABLE 13

## Estimated Costs - Greater Tandy-Wide Neighborhood Betterment Program Actions

Action	Year					Total
	I	II	III	IV	V	
Environmental Sanitation	\$224,600	\$213,400	\$215,000	\$215,000	\$215,000	\$1,083,000
Weed Control	94,000	80,000	88,000	97,000	106,500	465,500
Special Refuse Removal	190,000	190,000	190,000	190,000	190,000	950,000
Total	\$508,600	\$483,400	\$493,000	\$502,000	\$511,500	\$2,498,500

TABLE 14

## Estimated Costs - Target Area Neighborhood Betterment Program Actions

Action	Year					Total
	I	II	III	IV	V	
Intensive Code Enforcement	\$ 50,000	\$ 15,000	\$ 5,000	\$ 5,000	\$ 5,000	\$ 80,000
Relocation Assistance	21,000	15,000	10,500	7,500	6,000	60,000
Demolition	105,000	75,000	52,500	52,500	52,500	337,500
Street and Alley Repair	90,000	64,000	132,000	132,000	132,000	550,000
Traffic Control	- 0 -	40,000	40,000	40,000	40,000	160,000
Social Service Center	- 0 -	- 0 -	52,000	50,000	50,000	152,000
Total	\$266,000	\$209,000	\$292,000	\$287,000	\$285,500	\$1,339,500

- 2) Develop a capability on the part of local developers and contractors to undertake rehabilitation and new construction projects.
- 3) Either sponsor directly or attract church groups and others to sponsor housing proposals under Section 8 and other Federal housing programs.
- 4) Coordinate code enforcement and demolition activity with the City Building Commissioner's Office.
- 5) Monitor on an ongoing basis, all building and demolition activity in the neighborhood. This would require a close relationship with local contractors and developers. Periodic surveys would be taken to assess changes in neighborhood quality.
- 6) Recruit financially and technically capable households to renovate boarded up vacant buildings in the neighborhood.
- 7) Develop a marketing strategy designed to attract new families into the community as rehabilitation proceeds.
- 8) Interface with the Land Reutilization Authority and the Department of Housing and Urban Development to coordinate the assemblage and disposition of property in accordance with the recommendations in this Greater Tandy neighborhood plan.
- 9) Develop a liaison with local lending institutions in order to assist persons applying for long term mortgage loans or short term repair loans. This might involve preliminary screening of potential loan applicants for the City's proposed revolving loan fund when it becomes operative.

Section 8 of the 1974 Housing and Community Development Act can be utilized to provide subsidized new or rehabilitated housing units in Greater Tandy. Greater Tandy is one of several neighborhoods in the City where subsidized new or rehabilitated housing should be built. The development of such housing must be carefully timed so that it can serve as a relocation resource for any households which might be displaced as a result of public or private developmental efforts.



In order to utilize Section 8 in Greater Tandy, there must be a private or semi-private organization capable of sponsoring a development proposal in the neighborhood. As was suggested above, one of the functions of a neighborhood based umbrella corporation would be to either sponsor directly or arrange sponsors for development proposals. A sponsor would prepare a development plan for submittal to the Federal Department of Housing and Urban Development showing such items as type of housing proposed, method of construction, number of units, site orientation and method of financing. If sponsorship of a proposal is too much for any single group to handle, the possibility of several groups jointly sponsoring a proposal might be considered.

Landlords and tenants should be strongly encouraged to take advantage of the subsidies available under Section 8 for existing housing units. Landlords who desire to make improvements to their rental units may be forced to raise their rents. Tenants may then wish to apply to the St. Louis Housing Authority for a partial subsidy of the rental rate. A large number of rental units in Greater Tandy may be eligible for assistance.

It is exceedingly important that every effort be made to fully utilize the Section 8 program in Greater Tandy. This is the only subsidized housing program currently being administered by the Federal government. To achieve maximum effectiveness, the program of expanded public services and actions must be supplemented by employing Section 8 to expand the supply of quality housing within the cost ranges of the low and moderate income households living in the neighborhood. Many relatively large vacant sites and rehabilitable structures makes the program particularly attractive in Greater Tandy.

#### IV. LONG RANGE RECOMMENDATIONS

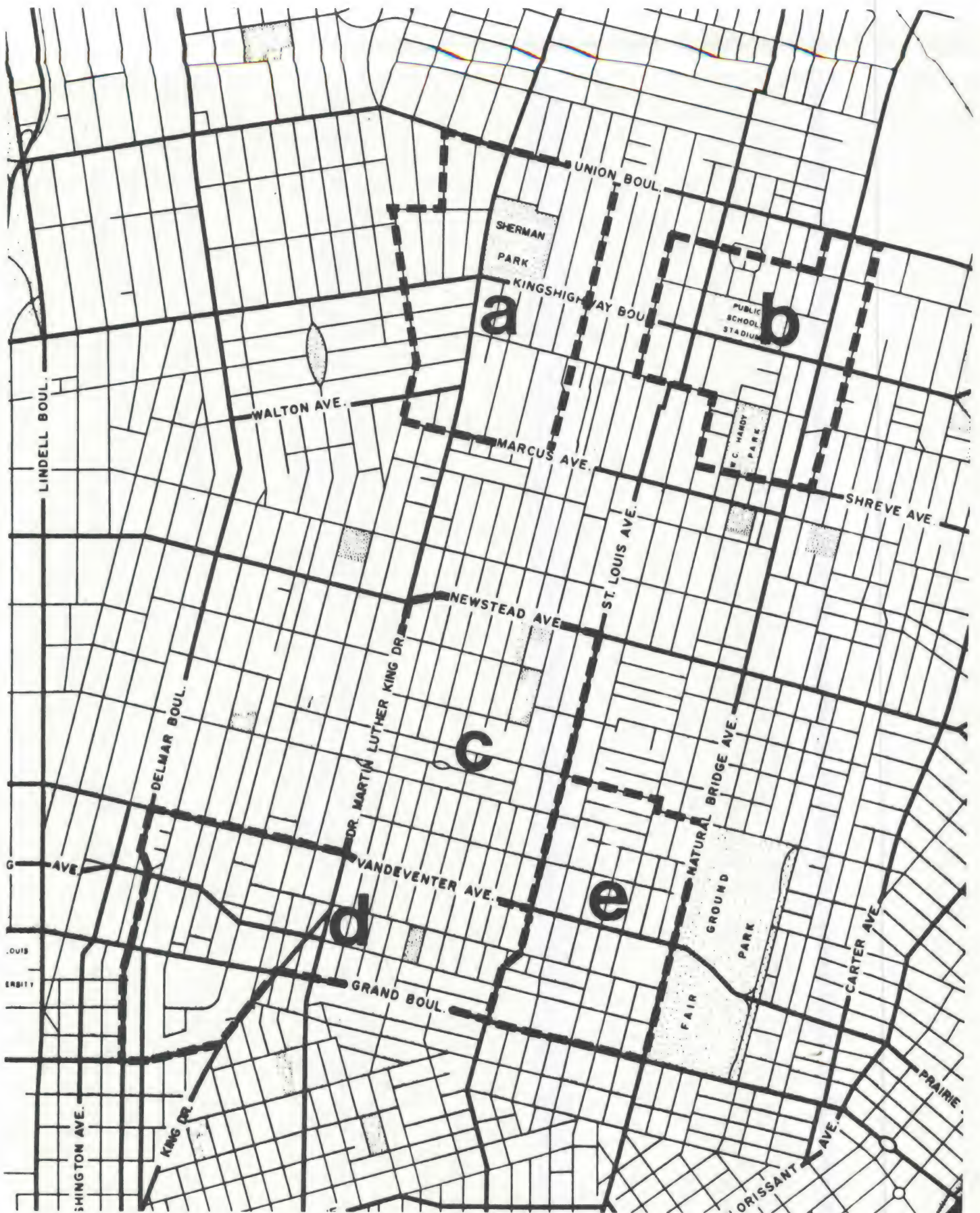
##### A. Introduction

While the Short Range Recommendations establish five year goals, the Long Range Recommendations are intended to cover an approximate time span of up to fifteen years. Since many factors which must be considered in developing long range plans are beyond control, several alternatives for parts of the Greater Tandy neighborhood are examined. In some instances, the most appropriate choice is fairly clear, while in other instances two or three alternatives may appear equally attractive. In the latter case, further study could be required to identify more completely the ramifications and consequences for each course. In addition, a thorough review and discussion by interested citizen groups and neighborhood organizations of possible alternatives would be helpful.

##### B. Land Use Change Opportunities

Figure 11 identifies five areas of Greater Tandy which appear to have particular characteristics or locations which create a strong potential for stimulating revitalization.

1. Land Use Change "a" - This area focuses on the intersection of Kingshighway Boulevard and Dr. Martin Luther King Drive. The Sears Roebuck Store dominates the commercial facilities in the vicinity. Every effort must be made to retain Sears at this site. The presence of Sears and other commercial establishments, plus the high level of traffic volume created by the intersection of two arterial streets, makes this location ideal for the establishment of a major regionally oriented shopping and office center which could serve much of North St. Louis. This would entail expansion of the commercial facilities plus the attraction of new establishments and improvements recommended for Dr. Martin Luther King Drive would tend to enhance such developments.



Greater Tandy Land Use Change Opportunities

FIGURE 11



The one and two family residences north and west of the commercial area are attractive and of relatively good quality. A well kept residential environment nearby would be a plus for the expanded commercial center.

If, for any reason, replacement of these residences becomes necessary, a combination of high and medium intensity development would be desirable. High residential intensity, particularly for the elderly, would be appropriate on sites immediately adjacent to the expanded commercial center and Sherman Park. This might free single family houses in the neighborhood for use by new families. In this way, the amenities created by the proximity to the park and commercial area could be made available to a greater number of persons while their numbers would not place an excessive burden on community facilities and services.

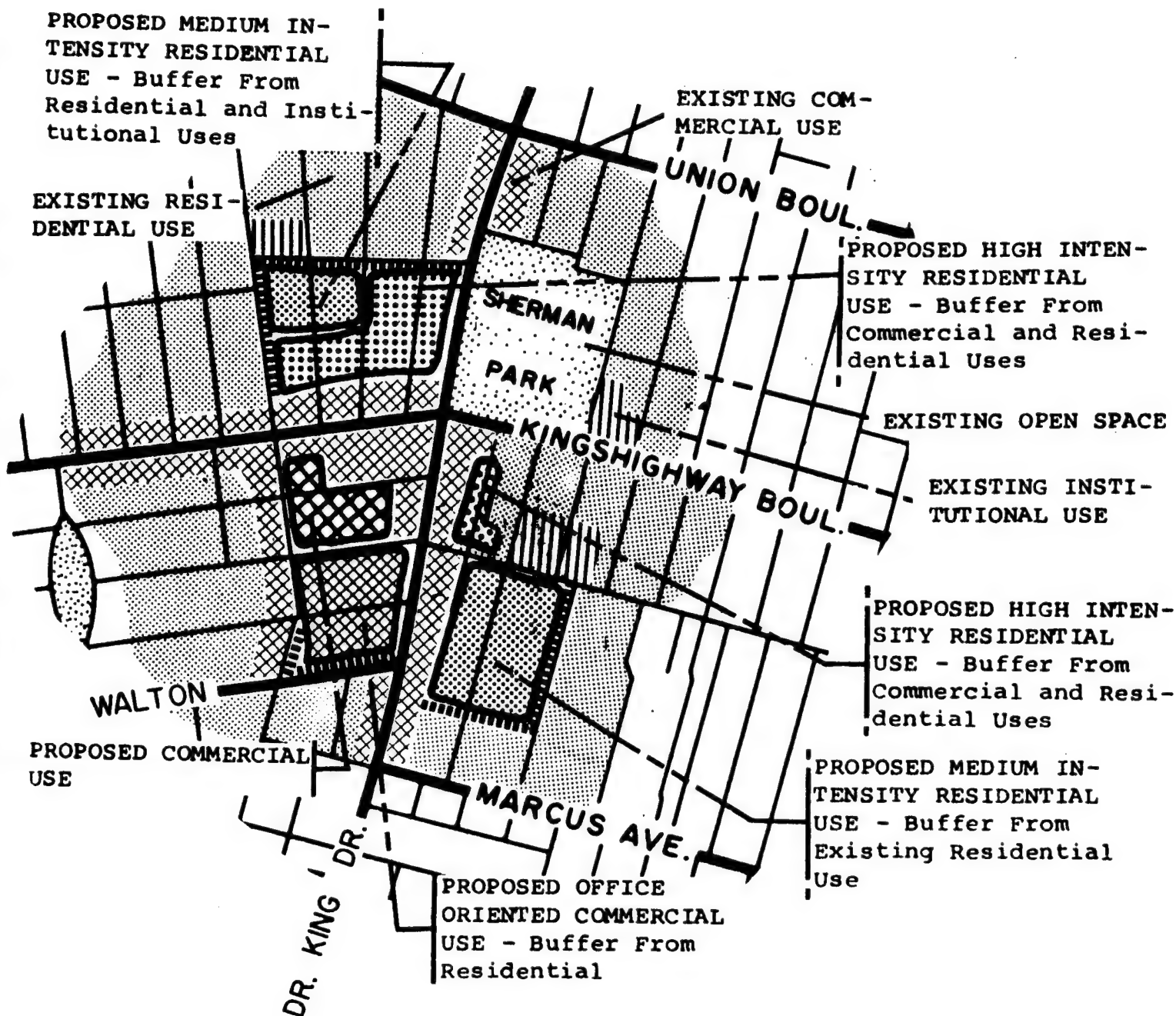
Away from the park and commercial center, medium intensity residential development would be desirable. Thus the essential character of this area could be retained while still providing good accessibility to the park and commercial center.

Figure 12 illustrates development concepts for Subarea "a".

2. Land Use Change "b" - Possible change here centers on potential reuses for the large vacant site on Kingshighway near Natural Bridge, once the location of the Public School Stadium.

The extent of this tract (approximately 16 acres) plus its proximity to two major streets, creates a very high potential for a new use. Commercial use would not be appropriate because the intersection of Kingshighway and Dr. Martin Luther King Drive has been designated for a major shopping complex.

Neither would industrial use be advisable because the site has residential districts to the south and west.



Sub-Area a.

FIGURE 12

The most logical use appears to be low-rise medium intensity residential development for families. This would complement the surrounding high quality residences and yet provide an economically feasible use for this potentially valuable tract of land. This concept is illustrated by Figure 13.

3. Land Use Change "c" - This is the Ville section discussed in the Short Range Recommendations Section. Those projects for which land is reserved in the Short Range would actually be developed in the Long Range.

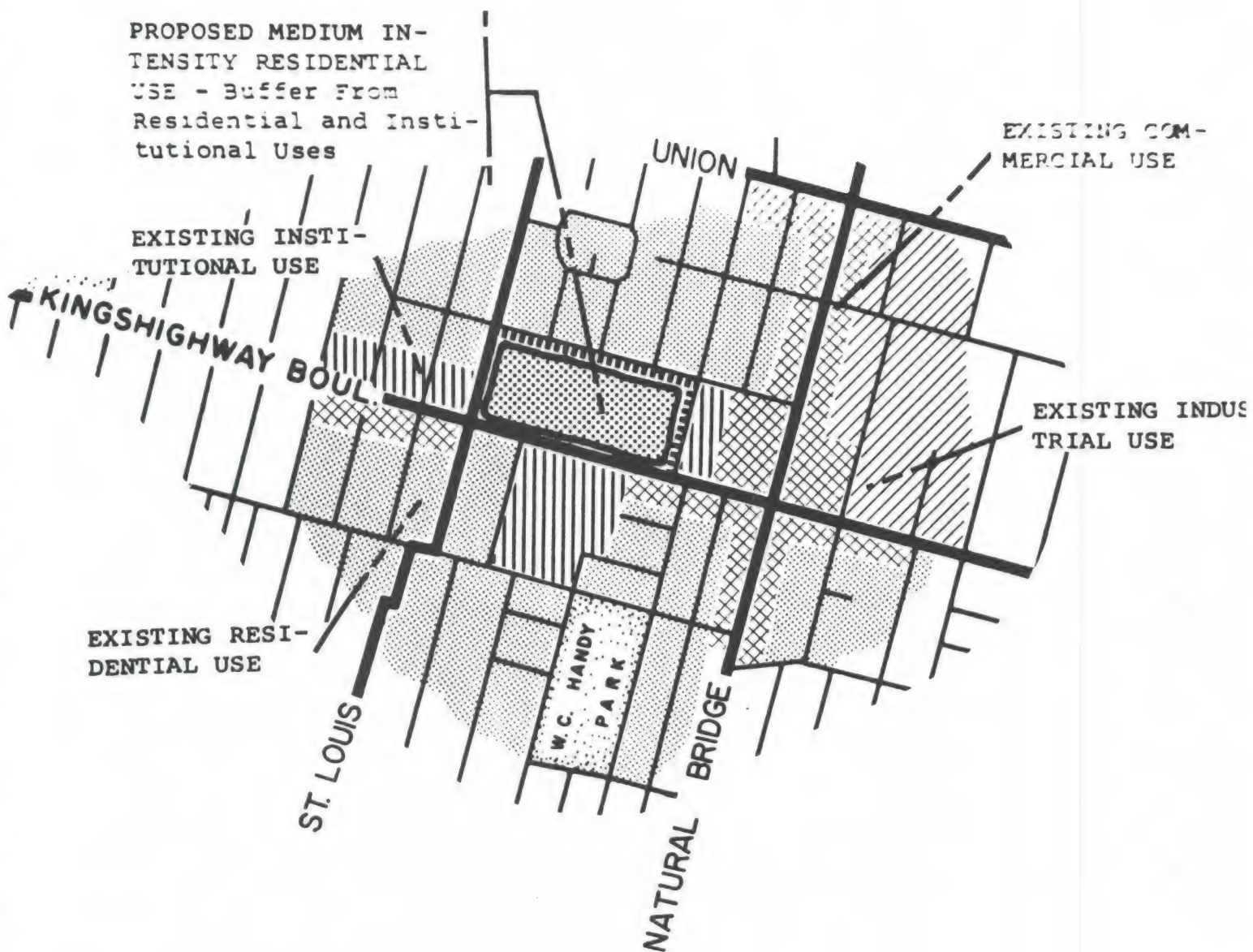
A major objective is to provide for the expansion of Homer G. Phillips Hospital and the construction of medical related facilities, residential development and parking immediately to the south. The advantages of placing such development adjacent to the hospital complex are obvious. This concept would also relate to the upgrading of Dr. Martin Luther King Drive. A significant proportion of the land within this area is either vacant or occupied by buildings that are extensively deteriorated.

It may be necessary to improve Whittier Street between Dr. Martin Luther King Drive and St. Louis Avenue to facilitate traffic flow near the hospital. The nature of improvements will depend upon the accomplishment of the hospital related improvements previously described. Therefore, it is difficult to determine at this time whether improvements to Whittier Street might ever be required.

The implementation of all these concepts would make Homer G. Phillips Hospital the nucleus for a general medical complex. In addition to the obvious benefit of expanded health services available to neighborhood residents and other North Side citizens, such a center would be a major anchor which could attract new residents and create badly needed new jobs.

The proximity of Turner, Turner Middle, and Simmons elementary schools to each other, plus the presence of Sumner High School in the same area creates a unique opportunity to develop a "magnet school" concept. A magnet school would offer a concentrated set of educational facilities in which special and





Sub-Area b.

FIGURE 13

innovative high quality educational programs would be offered. The Ville appears to be the ideal location for this type of facility because of the numerous schools already located in the area and because it has historically been the cultural hub of the black community. The specific site recommended is bounded by St. Louis Avenue, Kennerly, Taylor, and Lambdin. Turner and Simmons Schools are opposite one another so they could form the nucleus. Much of the remaining land in these four square blocks is either vacant or owned by the City's Land Reutilization Authority.

If designed properly and carefully integrated with adjacent facilities, the development of a "magnet school" could become an extraordinarily attractive asset which could help to attract new residents to the neighborhood as well as retain current residents.

Several sections of the Ville appear to be appropriate for either residential rehabilitation or new construction. Such sections feature numerous residential structures capable of rehabilitation, but also vacant lots and derelict structures create opportunities for new in-fill residential construction. Every effort should be made to concentrate new residential construction on sites which are currently vacant or occupied by derelict structures in order to minimize relocation. In addition, any new construction should be compatible with the character of existing development in the Ville.

The residential sections north of Homer G. Phillips Hospital along Maffitt and St. Louis Avenues are generally in excellent condition. Every effort should be made to preserve the status of these two and four family structures.

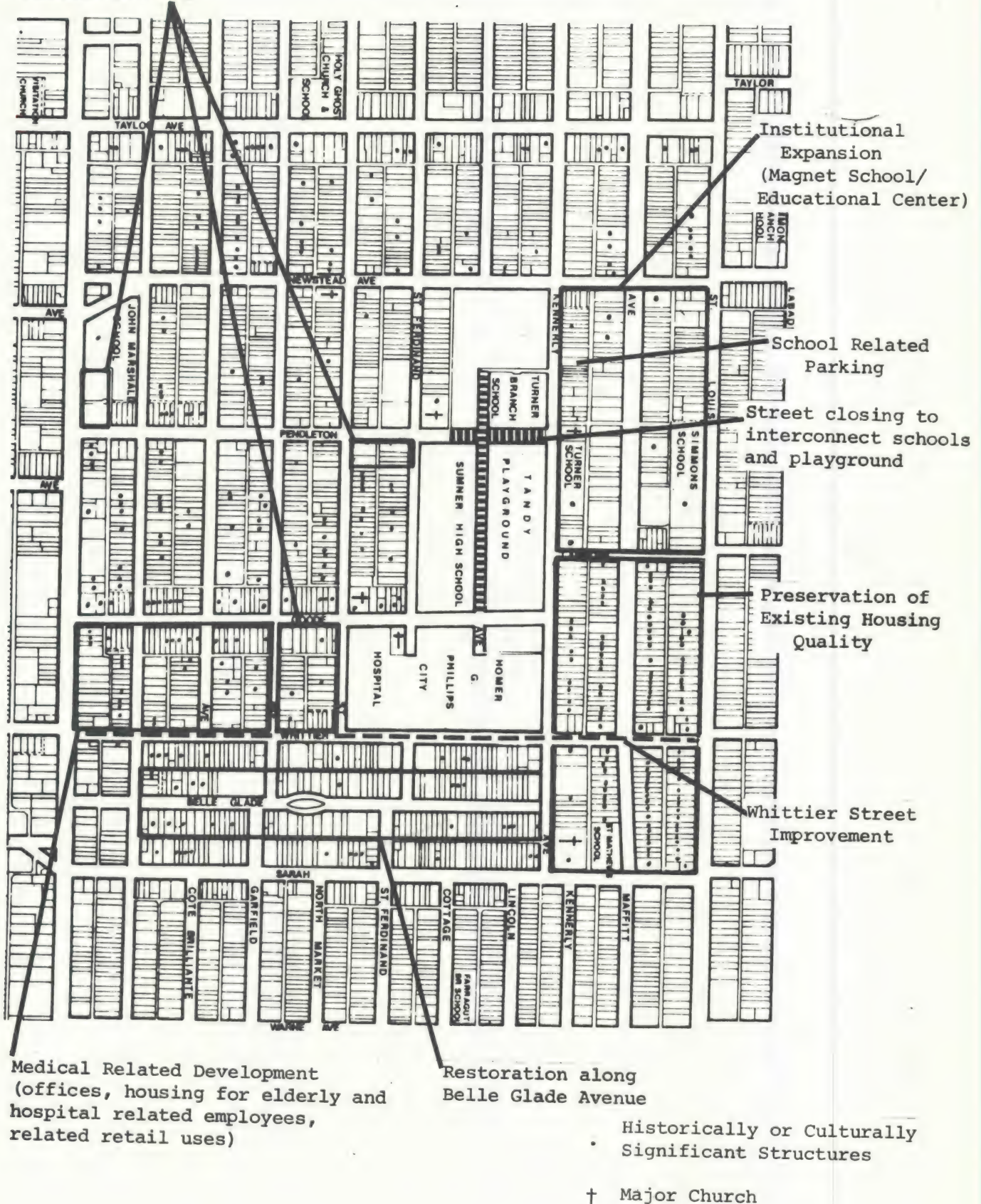
The one and two family structures located along Belle Glade Avenue are in fair to good condition. The attractiveness of the linear park character of Belle Glade Avenue enhances the feasibility of rehabilitation efforts. Certainly, the long-range potential for rehabilitation there should be explored indepth.

Several other blocks scattered throughout the Ville appear to be feasible for housing rehabilitation. Every effort should be made to attract individuals and contractors to rehabilitate structures in these blocks.

Figure 14 illustrates all of the long-range concepts suggested for the Ville area.



**Institutionally  
Related Parking**





4. Land Use Change "d" - This section is bounded by Vandeventer, Grand, Delmar and St. Louis Avenues. Suggested concepts for this area emphasize expansion of existing industry and the provision of new housing opportunities.

The area north of Cass Avenue along Grand Boulevard is dominated by large industrial establishments, particularly the Carter Carburetor Company. The reservation of land for the possible expansion of these plants is logical since much of the adjacent ground is either vacant or occupied by very deteriorated residential and commercial structures. The approximate configuration of the area suggested for industrial expansion is shown on Figure 15. Care must be taken, however, to establish an adequate buffer between the expanded industrial area and the residential section immediately to the west.

The construction of new medium intensity housing is suggested for an area bounded roughly by Vandeventer, Spring, Windsor Place and Evans. This section is occupied by very deteriorated two and four family structures. From 350 to 540 new dwelling units could be accommodated, assuming a medium density ratio of between 18 and 29 dwelling units per acre.

5. Land Use Change "e" - Suggested change here features the strengthening of the commercial area at the intersection of Grand and Natural Bridge by replacing the deteriorating structures and marginal commercial uses which now predominate there.

To take full advantage of the amenities created by the presence of Fairground Park, high intensity housing would be appropriate for the land along the south side of Natural Bridge and that immediately west of the Grand/Natural Bridge commercial district.

Much of the housing there is of relatively good quality and consists mainly of two and four family structures. Individual development proposals would need to be very carefully evaluated, taking into consideration the quality of the existing housing units. A comprehensive examination of costs and benefits associated with each particular proposal should be undertaken. In the meantime, the old dwellings must be conserved.

These concepts are illustrated in Figure 16.

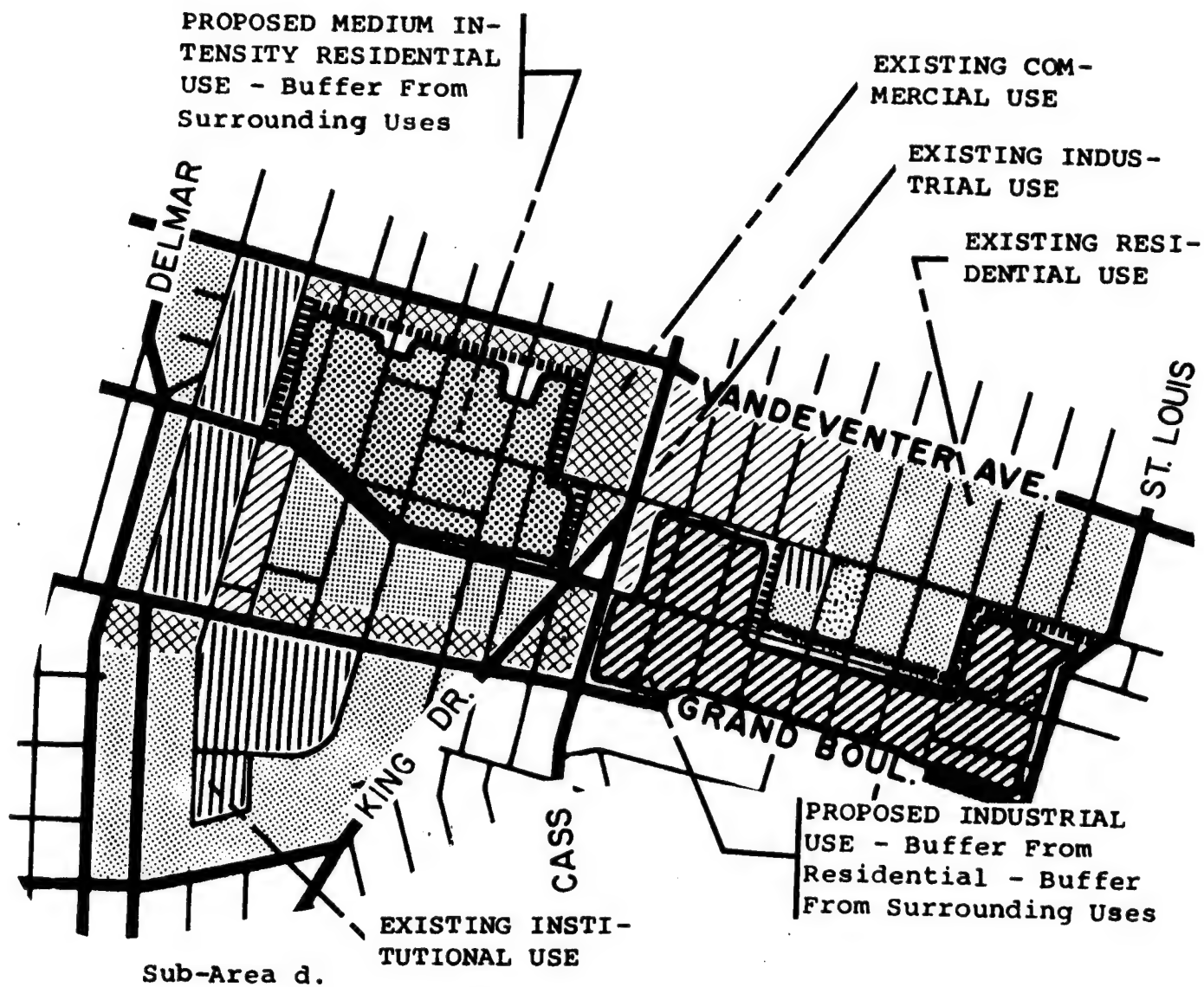
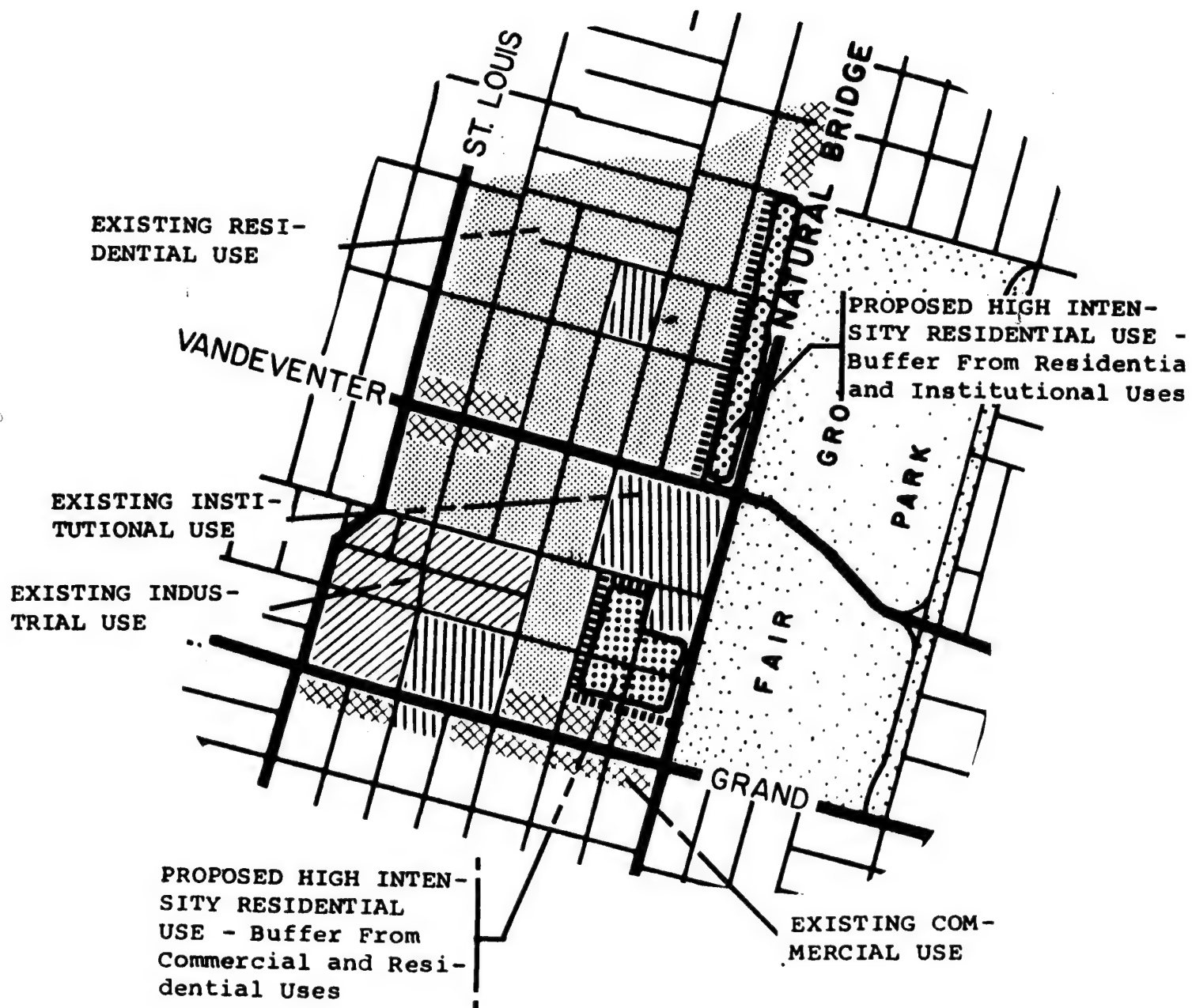


FIGURE 15



Sub-Area e.

FIGURE 16



## C. Transportation

Suggested long range improvements to the neighborhood transportation system place emphasis on possible street modifications, giving special attention to Dr. Martin Luther King Drive. Long-range improvement projects to upgrade bus service are also considered.

### 1. Long Range Street Modifications

While the Short Range Street Modifications were designed to restrict the movement of through traffic along residential streets, the Long Range Street Modifications are primarily intended to facilitate movement along through streets.

The City-wide Interim Major Street Plan (Figure 17) designates Grand, Vandeventer, Kingshighway and Union as arterial streets running north-south. East-west arterial streets are Natural Bridge, Dr. Martin Luther King Drive and Delmar. North-south streets designated as collector streets are Marcus and Walton, Newstead and Whittier. East-west collectors are St. Louis Avenue and Page Boulevard.

The inadequacy of north-south arterial and collector streets in Greater Tandy is a serious traffic problem. Grand, Newstead, Kingshighway and Union are all burdened by heavy traffic congestion. As traffic volumes continue to rise, congestion can only increase.

With these considerations in mind, several improvements to north-south arterial and collector streets are either recommended or are under study. These are illustrated in Figure 18. The possibility of limited widening of Kingshighway is being examined to facilitate traffic movement. Widening would occur within the existing right-of-way and would involve no property acquisition and therefore no displacement. Widening of the very narrow traffic lanes could be accomplished by reducing the width of the sidewalks.

Secondly, under study are ways of facilitating traffic movement along Newstead Avenue. Although Newstead currently functions as a through street and has been designated as a collector, the street pavement is too narrow to carry the volume



# INTERIM MAJOR STREET PLAN SAINT LOUIS, MISSOURI

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0 1000 2000 3000 4000 5000 FEET



LE  
ST  
CLASS  
FREEWAYS  
ARTERIALS  
COLLECTORS  
LOCALS



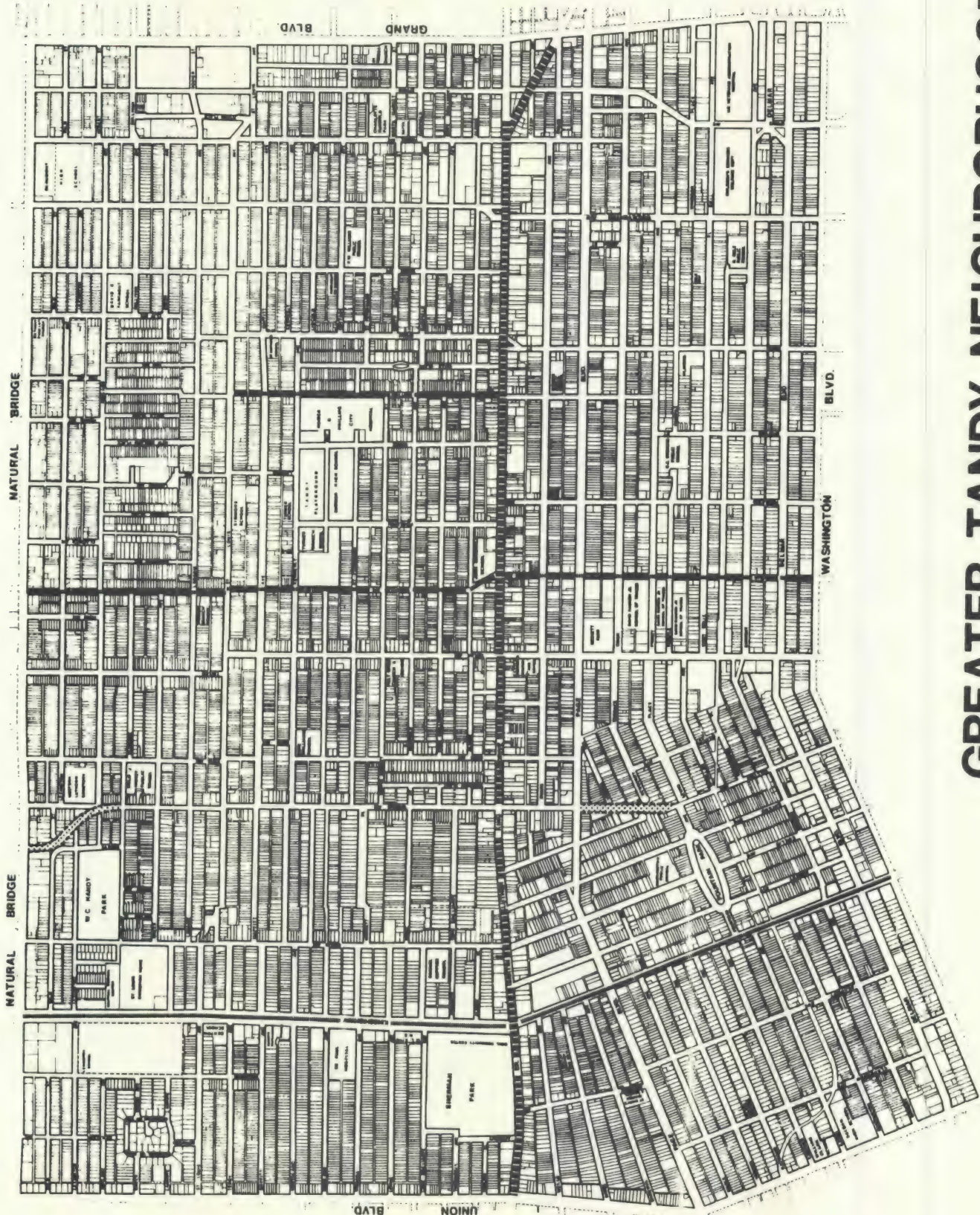


FIGURE 18

# GREATER TANDY NEIGHBORHOOD STUDY

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of traffic attempting to utilize the street. A related consideration is that the diverters and cul-de-sacs recommended as part of the Short Range Improvement Program can be effective only if through streets such as Newstead have adequate traffic carrying capacity. Possible solutions under study include limited widening and the prohibition of peak hour parking. Due to the substantial number of quality residential and commercial structures facing Newstead, it appears that widening would be feasible only within the existing right-of-way. However, it is questionable whether the few feet gained from limited widening would be worth the cost. The amount of space remaining for sidewalks is another factor to be considered. The feasibility of prohibiting peak hour parking depends upon a detailed study of the characteristics of structures fronting Newstead and parking capacity available through off-street lots and intersecting cross-streets.

A third concept under study is the possible improvement of Whittier Avenue from Dr. Martin Luther King Drive to St. Louis Avenue. This improvement would be undertaken in conjunction with concurrent projects to expand Homer G. Phillips Hospital and to provide medically related facilities. Whittier would become the primary means of access to the hospital and the related facilities. However, improvement would be desirable only if the related expansion and new development activities are undertaken.

Two new street segments are recommended to connect Shreve, Marcus and Walton Avenues. Portions of these streets are designated as collectors but these streets do not actually line up in a direct route. One section of new pavement would connect Marcus with Shreve in the vicinity of Handy Park. The other section would extend Marcus southwardly until it intersects with Walton in the vicinity of Newberry and Page. Because these improvements would cut through neighborhoods, they should occur only as part of an overall long range development program for those areas. In this way, disruption of the community fabric could be minimized.

Both of these new street segments would require that certain nearby local streets be cul-de-saced in order to eliminate intersection conflicts. Cul-de-sacs would be placed at Newberry and Walton in the vicinity of the new Marcus-Walton connection. The Marcus-Shreve connection would require a cul-de-sac at Palm east of the new street segment. West of the new street segment, Palm would be looped to connect with Shreve. (See Figure 18)

## 2. Dr. Martin Luther King Drive

The improvement concept suggested for Dr. Martin Luther King Drive responds to three objectives. These are: (1) to improve the appearance of the street to make it a more fitting memorial to the late Dr. Martin Luther King, Jr.; (2) to stimulate and promote the development of new housing and job opportunities in the vicinity of the street to meet the needs of residents there and to benefit the City's economic base; and (3) to facilitate the movement of traffic and bus transit along the streets.

a. Recommended Traffic Improvement - To achieve these objectives, it is recommended that the street be widened from its present 80 foot right-of-way to a width of 120 foot right-of-way. This would permit two traffic lanes in each direction, an exclusive bus lane in each direction, a landscaped median and sidewalks. Figure 19 illustrates a typical cross-section and perspective of these changes.

The street's alignment would be dependent upon which side of the street is widened. Every effort will be made to preserve the better residential, commercial and industrial structures. This will cause the precise alignment to waver as the widening switches from one side of the street to the other.

Figures 20 through 26 illustrate the recommended land use scheme and also show which sides of the street would be affected by widening. From Jefferson Avenue to approximately Cora Street, widening would occur on the north side of the street. Then, from Cora to approximately Hamilton, the south side would be widened.

However, a problem arises in the area between Hamilton and the City limits. Along this stretch is the beginning of the Wellston Shopping District which may be the strongest shopping area along the street. Widening the Drive in this vicinity would mean removing the businesses on one side of the street or the other. It is widely agreed that this would severely damage the strength of the Wellston Shopping District. Therefore, while there is agreement on what should not be done, i.e., widening and taking businesses, there is considerable disagreement on what should be done. Basically, the only solution seems to be a by-pass of some sort.



# DR. MARTIN LUTHER KING DRIVE

## Recommended Development Concept



Cross-Section

Perspective

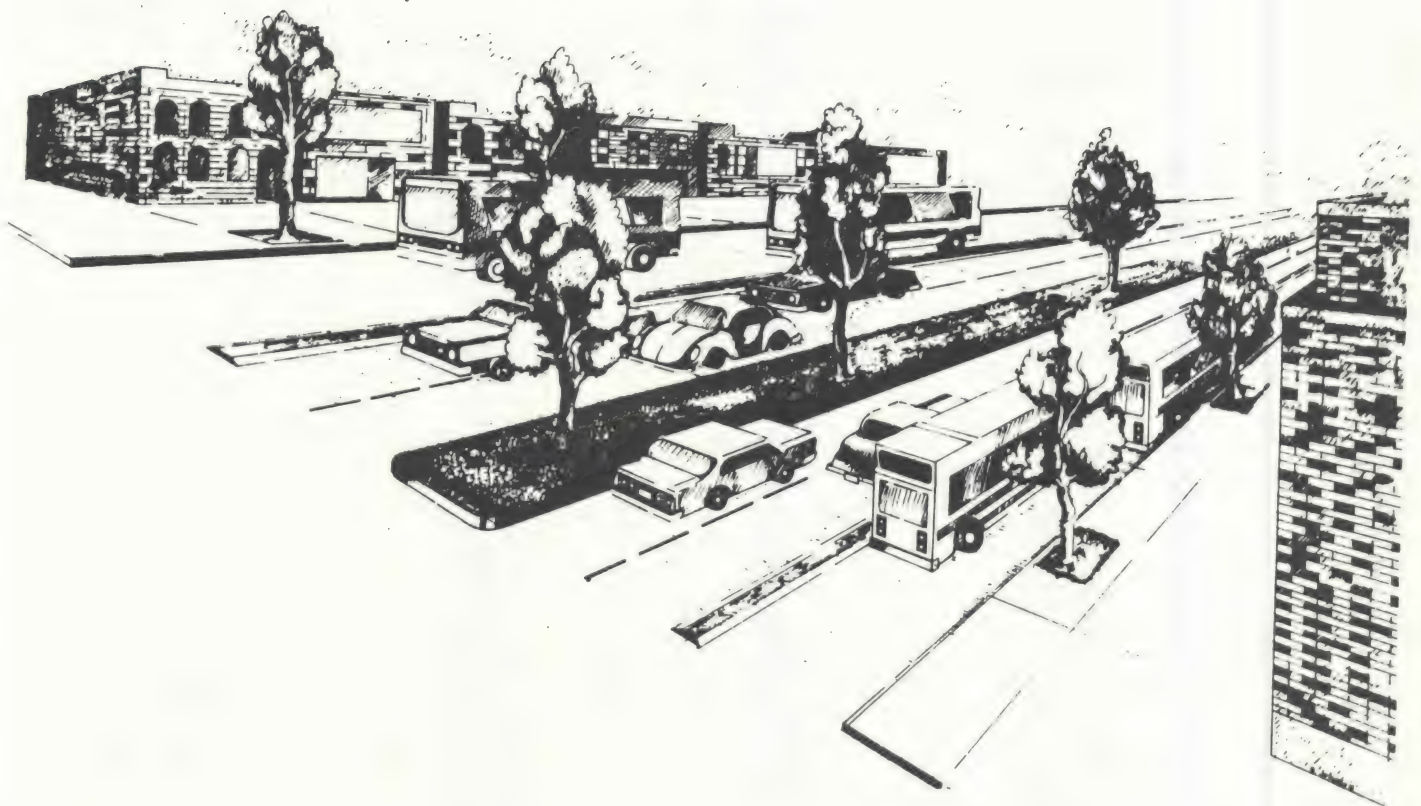


FIGURE 19



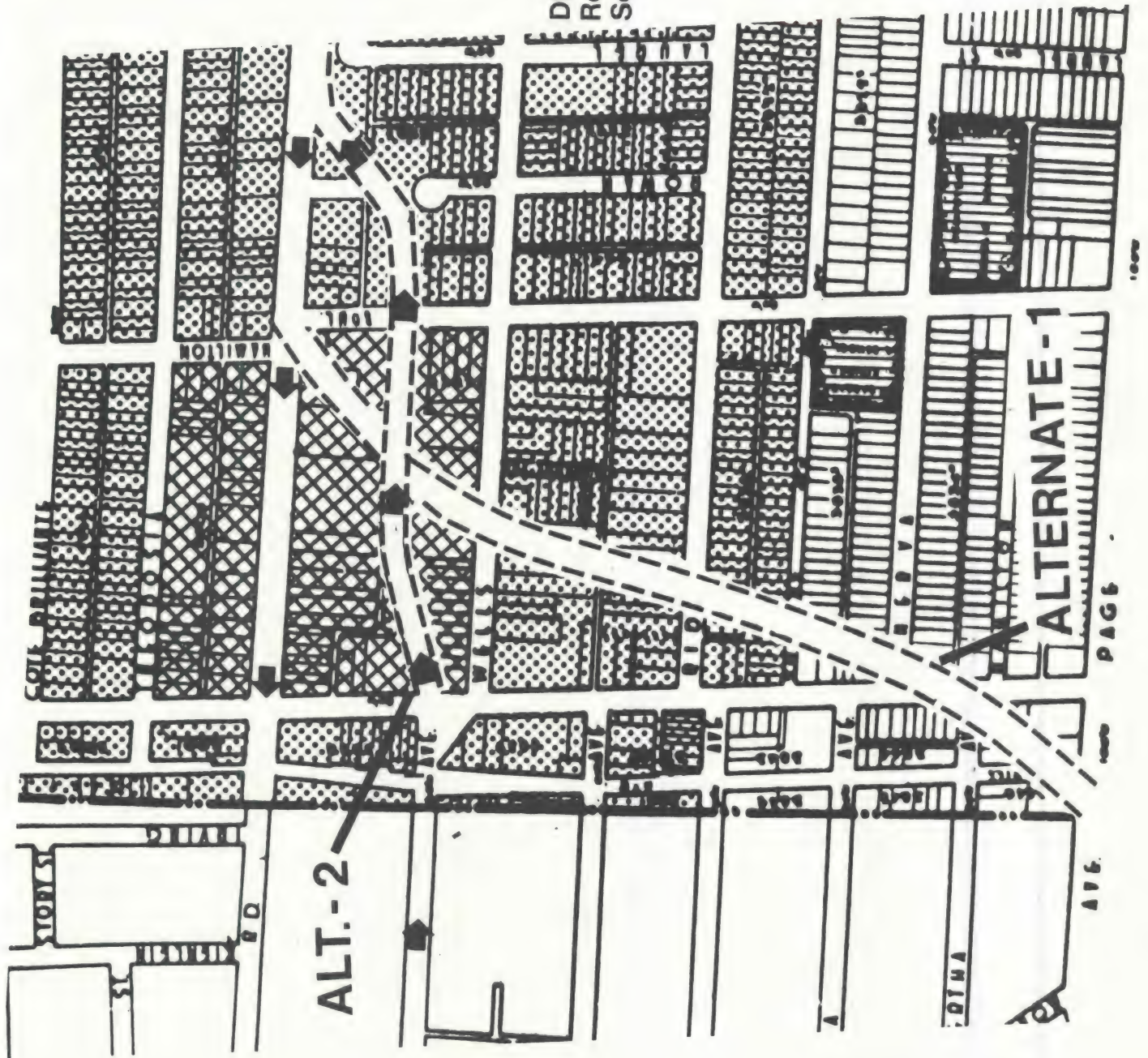


Figure 20



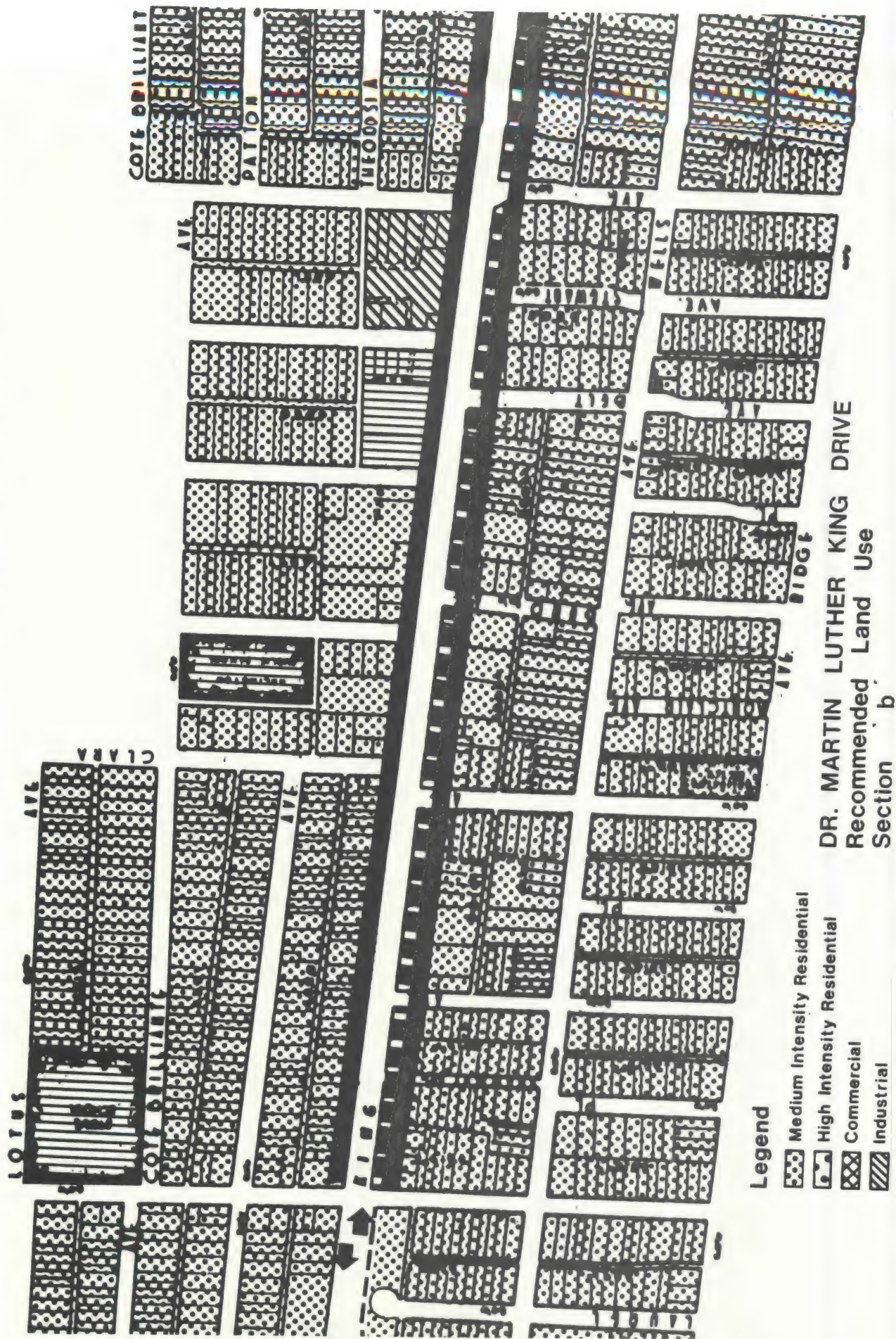
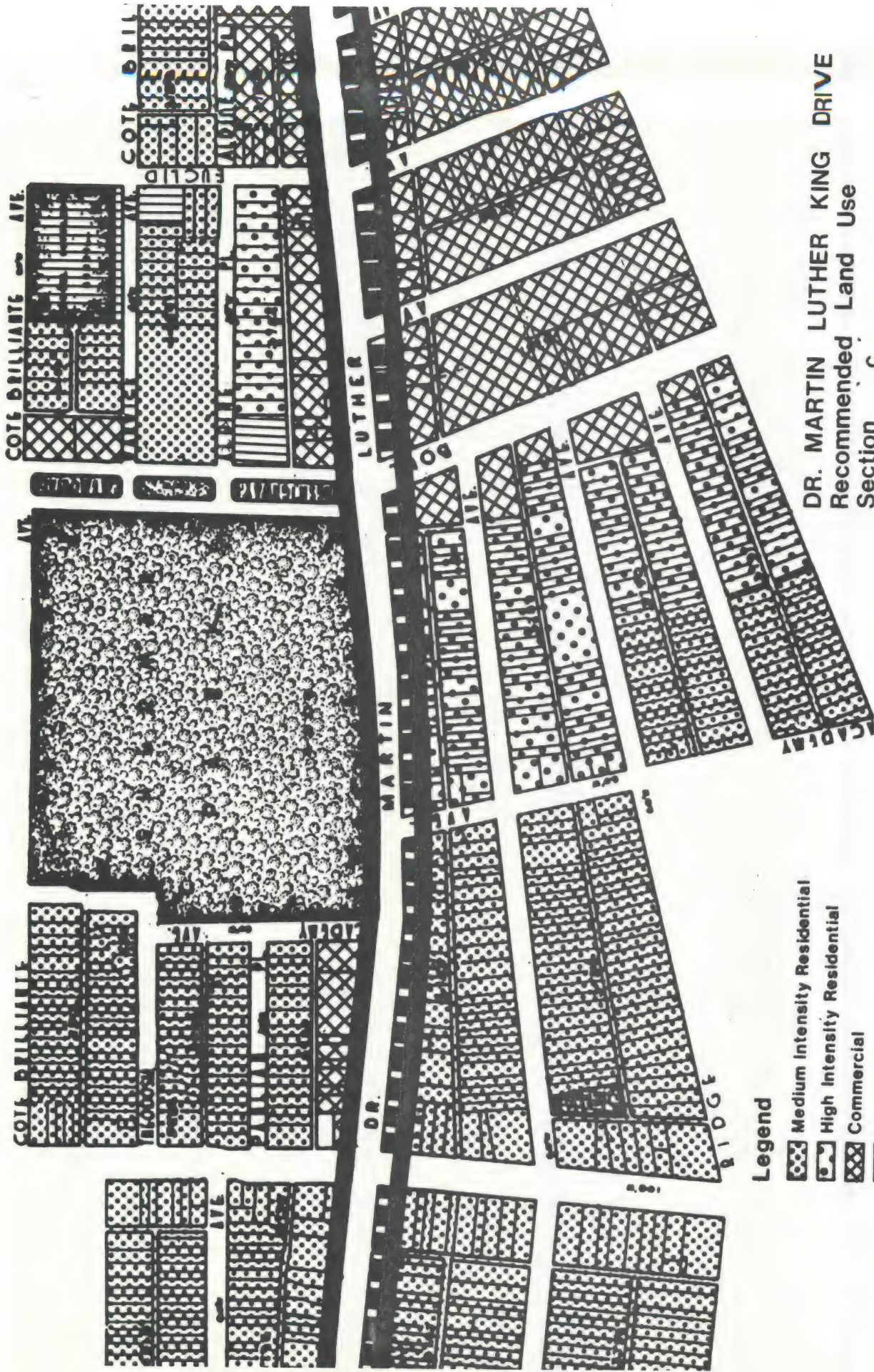










Figure 21





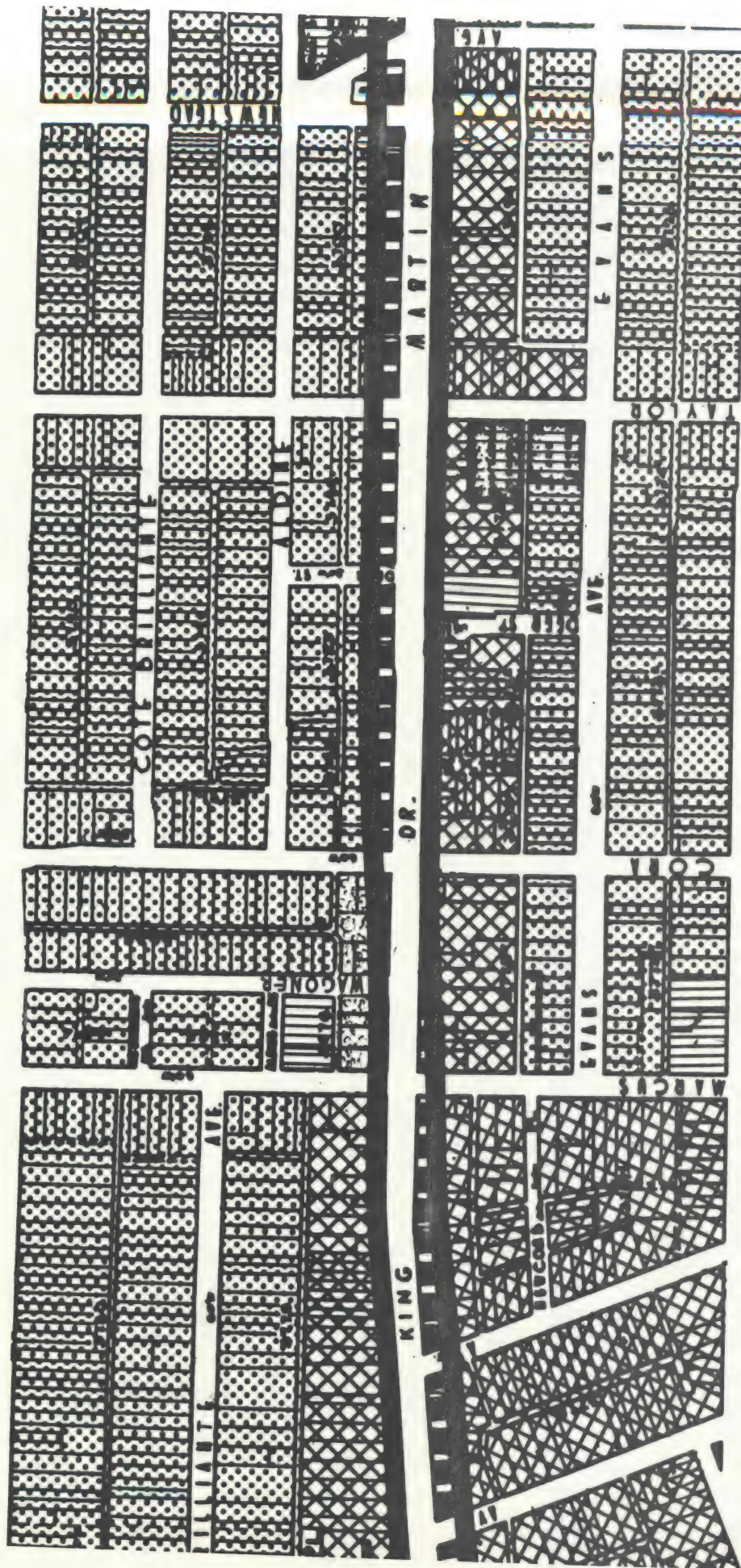
**Legend**

-  Medium Intensity Residential
-  High Intensity Residential
-  Commercial
-  Industrial
-  Public & Institutional
-  Open Space
-  Street Widening
-  Recommended Right-of-way

DR. MARTIN LUTHER KING DRIVE  
Recommended Land Use  
Section C

Figure 22





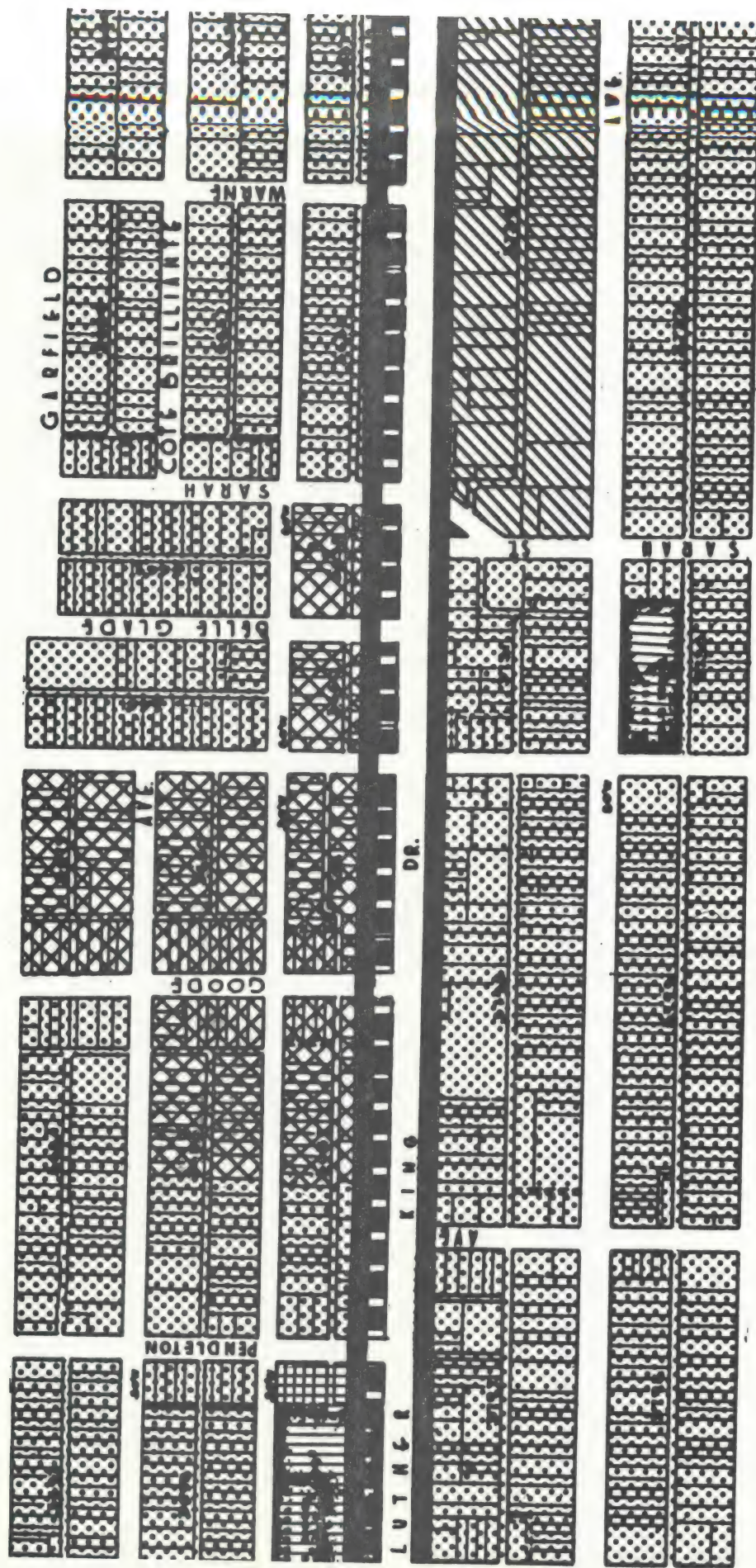
# Legend

- Medium Intensity Residential
- High Intensity Residential
- Commercial
- Industrial
- Public & Institutional
- Open Space
- Street Widening
- Recommended Right-of-way

## DR. MARTIN LUTHER KING DRIVE Recommended Land Use Section

PAGE



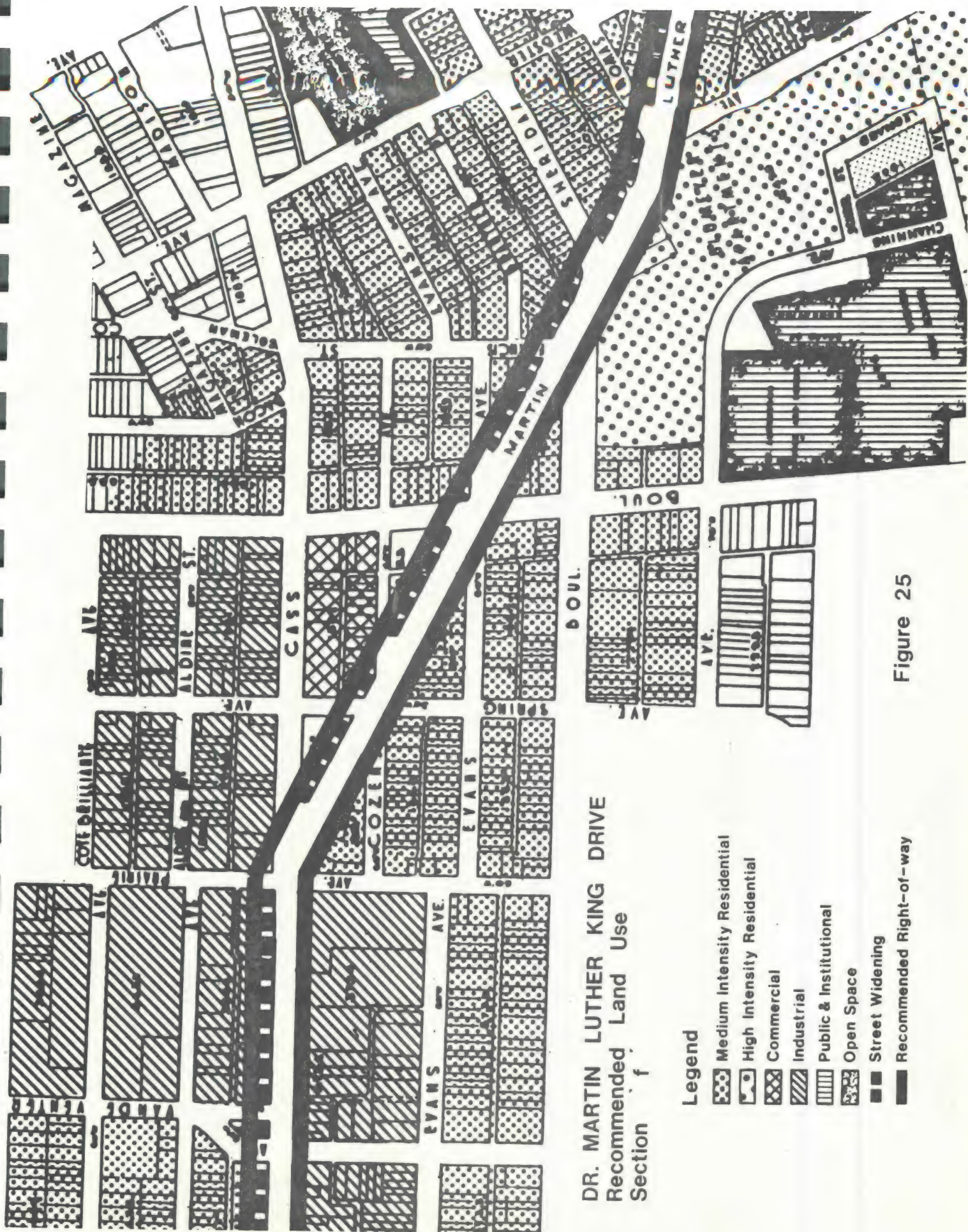


# Legend

- Medium Intensity Residential
- High Intensity Residential
- Commercial
- Industrial
- Public & Institutional
- Open Space
- Street Widening
- Recommended Right-of-way

## DR. MARTIN LUTHER KING DRIVE Recommended Land Use Section e





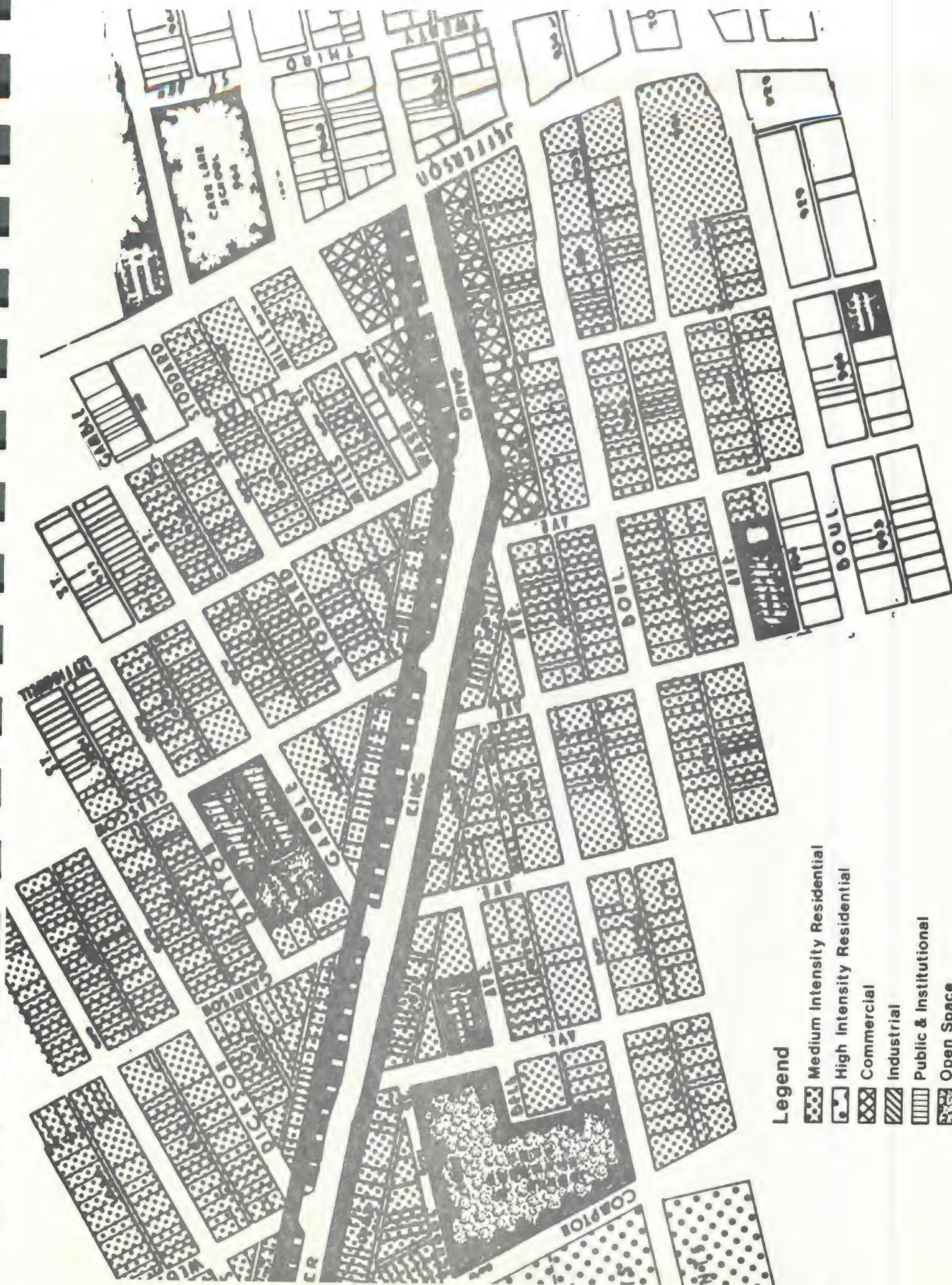
DR. MARTIN LUTHER KING DRIVE  
Recommended Land Use  
Section f

Legend

- Medium Intensity Residential
- High Intensity Residential
- Commercial
- Industrial
- Public & Institutional
- Open Space
- Street Widening
- Recommended Right-of-way

Figure 25





**Legend**

- Medium Intensity Residential
- High Intensity Residential
- Commercial
- Industrial
- Public & Institutional
- Open Space
- Street Widening
- Recommended Right-of-way

DR. MARTIN LUTHER KING DRIVE  
Recommended Land Use  
Section g

Figure 26



One alternative, shown as alternative 1 in Figure 20, illustrates a connection between Dr. Martin Luther King Drive and Page Boulevard, from Hamilton to the City limits. This concept has considerable merit because it would involve relatively little relocation and would also serve to divert traffic from Page Boulevard to Dr. Martin Luther King Drive, thereby encouraging the preservation of the residential quality along Page. However, if the long range traffic projections prepared by the East-West Gateway Coordinating Council prove valid, by 1995 traffic volumes will be so high that both Page Boulevard and Dr. Martin Luther King Drive will be needed.

Another alternative, shown as alternative 2 in Figure 20, involves a by-pass around the Wellston Shopping District to the south. The by-pass would be one-way eastbound, while the existing section of Dr. Martin Luther King Drive west of Hamilton would be one-way westbound. This could reduce access to the shopping area from the west, unless careful consideration is given to linkage with off-street parking facilities.

Another factor which must be considered in any solution is the exact route and design of the proposed Kienlen Avenue extension, now being planned, from Skinker Boulevard and Page northward in St. Louis County.

Prior to any decision on the traffic problem, a special study will be made which will consider not only the traffic problems, but also the relevant social and economic factors involved. This study will be undertaken in cooperation with St. Louis County and the City of Wellston.

Bus ridership along Dr. Martin Luther King Drive is quite high. A reserved bus lane in each direction would have the obvious benefit of enhancing the attractiveness of bus usage. The low and moderate income households in the vicinity would have improved access to downtown, St. Louis County, and other major centers of employment and shopping.

b. Property Acquisition, Relocation and Staging - Before any property acquisition can begin, detailed designs must be prepared and an environmental impact assessment drafted.

A source of funding must also be found. The Federal government would be required to finance a large percentage of the cost. This would involve the preparation of a detailed application for Federal assistance.

All of this means that it would be several years before any property acquisition begins. Conceivably, the period could be much longer, depending upon the availability of funds and the general priority of this project, relative to other planned capital improvements.

Because of the length of Dr. Martin Luther King Drive, it would not be practical to improve the entire length of the street at once. The street would have to be improved in segments, each of which could take several years to complete. Therefore, improvements along the entire length of the street conceivably may not be completed until well into the 1990's. Ultimately, the length of time necessary to undertake the improvements will depend upon the relative priority assigned to the project by the Board of Aldermen and the Federal government, plus the availability of funds.

The extent of relocation is dependent upon the precise configuration ultimately chosen. From Jefferson to Hamilton, every effort will be made to disturb as few businesses and households as possible. Unfortunately, some displacement will be unavoidable.

From Hamilton to the City limits, the extent of displacement is dependent upon whatever alternative is ultimately chosen. Of the two solutions discussed, alternative 1 would displace approximately 40 households and 25 businesses. Alternative 2 would displace only 4 households and 2 businesses. The magnitude of displacement is minor since more than 300 families are located in the area bounded by Dr. Martin Luther King Drive, Page Boulevard, Hamilton and the City limits.

c. Proposed Visual Improvement - The median strip and widened sidewalks would allow street tree planting and other landscaping designed to make the street as attractive as any such boulevard in the United States. The plant materials would need to be carefully selected to insure beauty, utility, low maintenance



cost and longevity. An informal pattern of planting is suggested for examination as part of a detailed landscape design analysis.

All elements of the visual appearance must be of concern and related to that design. These elements include:

Landscaping

Private signs

Traffic signs and traffic control devices

Paving materials

Street furniture including light posts,  
sign posts, utility fixtures, litter  
containers, etc.

Screen fences for parking areas

Screen fences for open-storage areas

Exterior appearance of private structures  
(both new and rehabilitated)

d. Land Use Development Concept - To encourage appropriate new development and rehabilitation along the entire length of Dr. Martin Luther King Drive, a land use concept has been developed. This recommendation is illustrated for each section of the street by Figures 20 through 26. Particular consideration has been given to promoting a more efficient pattern of commercial development and to provide a more satisfactory environment for new and rehabilitated housing. A related consideration is the provision of appropriate locations for expanded industrial facilities to provide more jobs for area residents and to stimulate the City's economy.

Specifically, the concept recommends the following:

(1) Commercial Land Use - Subarea "a" of the Long Range Land Use Change Areas places most interest on the intersection of Dr. Martin Luther King Drive and Kingshighway

as the most logical location for the development of a regional scale shopping center. This would become the primary location for retail and entertainment facilities along the Drive. Convenient one-stop shopping would replace the present pattern in which stores and shops are scattered along the entire length of the street.

Widening of the street would improve accessibility to the proposed shopping center. This would require sufficient off-street parking spaces. Many commercial establishments are now handicapped by inadequate off-street parking.

In other segments of Dr. Martin Luther King Drive, new construction could be combined with commercial rehabilitation to allow for retention of sound structures. This, along with the creation of adjacent or closely related off-street parking, would make this approach very feasible. Generally, the overall proposal attempts to collect and combine a majority of the scattered commercial facilities into one large regional shopping center. However, smaller convenience-type facilities (i.e., laundromats, barber and beauty shops) should be strategically located in proximity to existing and proposed higher density housing.

Between Grand and Kingshighway on Dr. Martin Luther King Drive, there are several auto parts stores, most of which lack sufficient parking spaces. For convenience's sake, these facilities should be grouped in an "auto parts center" which could be located between Deer Street and Marcus Avenue. To create a market demand for this type of center, it should combine accessibility with good design and, importantly, adequate off-street parking.

In the two secondary commercial shopping districts, at either end of the study area (Wellston on the west and Dr. Martin Luther King Shopping Plaza on the east), it is recommended that the existing rights-of-way be retained and developed as a limited access street or "semi-mall." A pedestrian environment could be created by the restriction of traffic to buses and emergency vehicles, introduction of landscaping and street furniture, and the provision of perimeter parking.

(2) Residential Land Use - The lack of adequate housing opportunities in Greater Tandy is a primary cause of the extensive population out-migration. The redevelopment of Dr. Martin Luther King Drive presents a major opportunity to provide new housing and to rehabilitate existing units.

In areas where demolition of some of the outmoded strip commercial-residential structures is proposed, replacement with moderate density (15-20 DU/acre) dwelling units for adults and small families is recommended. This would not over-tax nearby schools and recreational facilities. The structures should be designed so that they do not face Dr. Martin Luther King Drive, but rather be oriented toward residential streets.

The new housing should consist of two story, two, three and four bedroom family townhouses, and five to eight story mid-rise adult apartments, of one and two bedroom units. The complexes should be designed to include open space, combined with recreational and other facilities necessary for a good living environment.

Rehabilitation of residences may be feasible in certain sections in the vicinity of Dr. Martin Luther King Drive. These structures, for the most part, are primarily single-family, or two-family owner-occupied structures, which, if brought up to standard, would be suitable for larger families. New single-family housing should be built on sites cleared by demolition, or as in-fill for vacant lots, available now or in the near future.

In all cases where redevelopment activities create displacement, maximum consideration must be given to the provision of relocation housing for the predominantly low and moderate income occupants of the units to be demolished. Every effort should be made to provide new housing on vacant land, which can serve as a relocation resource for households which may be displaced later. It must be recognized, however, that constantly escalating costs for construction, combined with the reduced role of the Federal government in providing housing assistance, makes it difficult to develop sufficient quantities of new good quality low cost housing. Every effort should be made, therefore, to conserve the housing stock that exists.



(3) Industrial Land Use - Industrial establishments provide a significant number of jobs for residents of the area. Consideration is given to possible expansion of this use in a logical and orderly manner, with provisions for good service access, traffic control, and proper design so that the industrial uses are compatible with surrounding residential and commercial uses.

Industrial facilities in the vicinity of Dr. Martin Luther King Drive tend to be concentrated east of Vandeventer. Target area H in the Short Range Recommendations focuses on the expansion of existing industrial facilities in the area extending from Prairie to Evans along the Drive. The Killark Electric Company, Chapman's Ice Cream Company, and the Lohr Distributing Company combine to form an excellent nucleus for industrial expansion.

A second area recommended for expansion of existing industries is bounded roughly by Grand, Vandenveter, North Market, Garfield, and Dr. Martin Luther King Drive. This is a specialized industrial area dominated by several meat packing companies. This area is included within subarea "d" of the Long Range Land Use Changes.

(4) Parks and Open Space - Sherman Park is located at the intersection of Kingshighway and Dr. Martin Luther King Drive. Since this park is of great importance to the community, it would be kept intact and in no way diminished by the recommended improvement to the Drive. The 23-acre Sherman Park has the Wohl Community Center, containing gymnasium facilities, a swimming pool, meeting rooms, and other features often used by the community. The exterior space includes baseball diamonds (convertible to football and soccer fields during the proper season), parking facilities, and green space on the west side of the park. It is recommended that the Department of Parks and Recreation study the inclusion of additional high intensive recreational facilities. Possible outdoor additions include tennis courts, pavilion, portable seating at football field, play equipment for handicapped and small children and water spray facilities.

A small park for passive use on the north side of Dr. Martin Luther King Drive between Cora and Marcus is also recommended. This would consist of approximately 1.5 acres of well-landscaped open space containing fixed seating and appropriate trees. This could provide an amenity to shoppers utilizing adjacent commercial development, and also a separation between the family residential and commercial areas.

### 3. Bus Transit

The reserved bus lane recommended for Dr. Martin Luther King Drive is probably the single most noteworthy mass transit project suggested for the Greater Tandy neighborhood. This project would tend to increase accessibility to employment and shopping centers for the nearby predominantly low and moderate income households.

The East-West Gateway Coordinating Council is studying alternative mass transit proposals for the St. Louis region. These range from rail-like rapid transit to an expansion of the existing bus system. New technological transit systems are also being considered. An efficient and economical means of travel within the region would give the residents of Tandy much needed greater mobility.

### D. Implementation

The following overall strategy is presented to assist in the effective implementation of the Long Range Recommendations. This strategy gives consideration to appropriate treatment actions, timing of developmental activities, and possible sources of financing. These elements are covered individually as follows.

#### 1. Appropriate Treatment Actions

Three basic types of treatment actions can be identified which are appropriate for different sections of the Greater Tandy neighborhood. These are conservation, rehabilitation and new construction.

Conservation measures are intended for rather high quality found in those sections of the city characterized by predominantly sound structures on land. Examples of conservation measures include spot exterior housing inspections and "clean-up". The Zoning Ordinance and Minimum Exterior Appearance Standards Ordinance are intended to insure compatibility of new construction with adjacent development in terms of building type, height, density, and design. The emphasis is on preventing the introduction of deterioration or blight. The Norwood Court subdivision in the Sherman Park program area is an example of such a high-quality area.

Rehabilitation could be a sound treatment action in situations where a majority of structures on a block are in relatively good condition or need only minor repairs.

Rehabilitation of older, but still usable structures, can potentially be a major tool for meeting the housing needs of low and moderate income households particularly large families. Older dwellings typically have more space than newer housing. Thus, rehabilitation often means "more house for the money" than a newer house.

Rehabilitation can make a significant impact only if it is done on a large scale or if accomplished on a scattered basis in otherwise high-quality neighborhoods. In St. Louis, although there have been a few successful rehabilitation projects (e.g., efforts by the Jeff-Vander-Lou organization, etc.) for the most part, it has been confined to limited individual efforts. Major programs can be successful only if sufficient loan and private investment capital can be attracted and if enough expertise goes into the activity.

Public actions should be designed to complement rehabilitation efforts wherever possible in order to provide stability and to maintain the confidence of homeowners and potential private investors in City services. Services should include the various types of Short Range activities such as weed control, tree planting, yard and alley clean-ups, street changes to restrict through traffic in residential sections and to channel it along major streets; and code enforcement to insure that rehabilitation efforts



are consistent with the Building Code. The City's efforts to stimulate a greatly increased supply of loan monies, particularly through the Savings and Loan Program, should be beneficial in expanding rehabilitation.

The introduction of rehabilitation on a large scale for any given block does not necessarily preclude the possibility of limited new construction also occurring since there usually are some vacant lots. Care should be taken though to insure that any new construction is compatible in terms of design and use with the older structures.

New construction on a sizeable basis is recommended only for those sections of Greater Tandy which (1) have a large quantity of vacant land available, (2) have serious land use conflicts that tend to reduce its attractiveness, or (3) have structures in such poor condition that rehabilitation is not economically feasible. These sections require strong public and private investment and commitment to efficiently rebuild them.

Traditionally, it has been difficult to attract sufficient private investment to generate the degree of new construction required to rebuild such sections. Therefore, public expenditures must be planned to generate the greatest possible private investment. The City must utilize its resources to attract an amount of private capital many times more than the amount of public spending.

The City of St. Louis is fortunate to have available a large variety of tools which can be utilized to generate the required level of private investment. These include, but are not limited to, the Missouri Urban Redevelopment Corporations Law (Chapter 353, Statutes of Missouri), the Planned Industrial Expansion Law (Chapter 100), the Land Reutilization Act, and Urban Homesteading.

The Zoning Ordinance can be applied in a flexible yet controlled manner to implement the suggested Land Use Changes. The Planned Residential Development (PRD), and the Community Unit Plan (CUP) sections of the Zoning Ordinance can both be used effectively to facilitate new construction. Both encourage developers to make efficient use of space and devise innovative designs.



In planning new construction, consideration must be given to relocation requirements of displaced households and businesses. The work should be planned to occur in stages. As a general policy, every effort should be made to utilize existing vacant parcels in the first stage thus requiring no relocation. The housing there and other uses thus developed can thereby serve as a relocation resource for persons who might be displaced by subsequent construction.

## 2. Timing of Development Activities

Relocation needs are only one factor in setting the timing for various types of new development. Other considerations include its type and location, cost and availability of financing, and impact on adjacent or nearby development. Generally, attention should be concentrated initially on preservation of the most stable sections of Greater Tandy. This was the strategy in selecting the Short Range target areas. Over the Long Range, rehabilitation and new construction should spread outward from these target areas, the Dr. Martin Luther King improvements, and the major community anchors such as Homer G. Phillips Hospital, the St. Louis Christian Home, and the David Ranken Technical Institute. This Long Range revitalization strategy is illustrated graphically by Figure 27.

In general then, first phase activities would be confined to areas closest to the Short Range target areas while later priority efforts would ideally proceed outward from these points. The general outward progression may vary due to financing considerations and the extent of private proposals for development.

## 3. Financing

In recent years, the City has found it increasingly difficult to find funds to construct capital improvements and to finance neighborhood improvements. The City's general revenue, of necessity, must be utilized nearly entirely to pay for day-to-day municipal services.





FIGURE 27

# GREATER TANDY NEIGHBORHOOD STUDY

The Planning and Programming Division  
of the Community Development Agency





Traditionally, the major source of funds for capital projects has been general obligation bonds. However, voter resistance to bond issues has increasingly hardened, making it difficult to obtain the necessary two-third's majority approval. The two-third's majority requirement will have to be changed if general obligation bonds are to be a ready source of work funds.

A closely related technique for financing capital projects is to utilize general obligation bonds as the local matching share for a Federal grant which would pay most of the cost of a proposed improvement. This, for example, is the most likely means of financing the recommended improvements to Dr. Martin Luther King Drive. Again, however, the two-third's majority rule presents a serious obstacle.

A six year Capital Improvement Program should be prepared to make the most efficient use of the scarce funds that become available. Such a plan would set priorities for capital projects recommended in this and other neighborhood plans.

Probably the most important source of funds for neighborhood improvements of a non-capital nature is the block program authorized by the 1974 Housing and Community Development Act. This Act consolidated several categorical grant programs of the Department of Housing and Urban Development, including urban renewal, neighborhood facilities, code enforcement, and Model Cities. These block funds can be used effectively on a long term basis for the various activities comprising the Neighborhood Betterment Program. They can also be utilized to facilitate many of the Land Use Changes that have been recommended.



## V. CONCLUSION

This Plan has presented a series of Short Range and Long Range Recommendations for improving the neighborhood. The Short Range Recommendations are oriented principally toward its stabilization by concentrating a variety of key City services and activities within the neighborhood. The Long Range Recommendations have a two-fold goal. First, several sections of the neighborhood are identified as being crucial to its long range viability and a variety of Land Use Changes are recommended for them. Second, attention is focused on the improvement of Dr. Martin Luther King Drive. The extensive work on this vital street should stimulate a substantially increased level of private investment in rehabilitation and new construction in the immediately adjacent areas.

It cannot be stressed too strongly that this document represents a preliminary attempt to deal with the very complex physical, economic and social problems now confronting the Greater Tandy neighborhood. It is in no sense a "final" plan for the neighborhood. This preliminary report will be made available to interested individuals, neighborhood, civic, business, and church groups in order to stimulate discussion and reaction. Numerous public meetings shall be held throughout the neighborhood to discuss the merits of the recommendations contained herein. All interested parties are strongly encouraged to communicate their views concerning these recommendations to the Community Development Agency. This preliminary plan will then be revised to take into account the reaction and comments received.

All inquiries and correspondence regarding the Preliminary Greater Tandy Neighborhood Plan should be addressed to:

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St. Louis, Missouri 63101

Telephone: 421-4700